The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS

March, 1942

The Executive Committee's Report of the Special Study

National Board Decisions on Future Plans

Resignations, and Changes in Administration

Volume XXIII Number 3

THE NEW PRESIDENT TO THE MEMBERSHIP

The months immediately ahead are not only critical ones for the life of the Association, they offer the severest challenge social work has ever faced. In the field of social action, much of the philosophy of social work in its hard earned conviction of the equal worthwhileness of every human being is the motive dominating the policy of the federal government, but attacked subtly and ably by powerful forces. Never could we use our knowledge gained by first hand contact with stubborn realities more effectively to give support and counsel to law maker and public administrator. Our skill, tried out in the crucible of the depression has come through amply vindicated as competent to deal with the perils human beings face and it is ready to handle the new and largely unknown tasks which we shall have to tackle in this war and its uncertain fate. Social case work and social group work have demonstrated their fitness for their job of understanding human behavior and morale, while social administration conditioned by the grim facts which it has had to reckon with has been only a little less than brilliant in every test to which it has been put.

No, imperfect as it is, our method, the element Flexner stressed as characteristic of a profession, has proved itself, and while there will be great advances made in its various areas, those advances will come almost automatically from the day by day experiences and mutual consultations of our practitioners. The challenge to the Association is that it retain its function of coordinating these abilities on a national and local level, and through bold leadership drive forward to new degrees of effectiveness to be reached only by devotion to our common goal.

Frank J. Bruno

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NATIONAL BOARD DECISIONS ON FUTURE PLANS FOR ASSOCIATION

On February 20, 21 and 22 the National Board of the AASW met in Chicago. The actions taken by the Board at this meeting, the first held since June 1, 1941, marked the climax of the inquiry into the administrative problems of the Association on which the Executive Committee had embarked eleven months before under a special assignment from the Board. The Board had before it the general report of the Executive Committee on its study and a supplementary report of urgent recommendations on steps to be taken to restore active operation: these reports were signed by eight members of the Executive Committee—Kenneth L. M. Pray, chairman, James Brunot, Eleanor L. Hearon, Frank Hertel, Aileen Kennedy Maccracken, Elizabeth Nairn, Margaret E. Rich, Elizabeth Wisner. These two reports have since been amalgamated into the single report reproduced in this issue of the COMPASS on page 12.

There also was a minority report, printed on page 27 of this COMPASS, which was submitted to the Board by the president, who was the ninth member of the Executive Committee.

In addition the Board was provided with ten appendices containing findings and conclusions on the different phases of the Executive Committee's study of evidence. The Board was confronted by many other items of important business but it was to spend, almost uninterruptedly, the first two days and evenings and more than half of its third day in debate and action on the issues of Association personnel and administration.

The chief events of the meeting were resignations requested, offered, or accepted for differing reasons. The resignations were those of the president, Wayne McMillen; the first vice president, Pierce Atwater; the third vice president, Kenneth Pray, who was also chairman of the Executive Committee during the period of the study; the executive secretary, Walter West; and Dorothy Hankins, chairman of the National Committee on Personnel Practices. Frank J. Bruno succeeded to the presidency and Lester Granger was elected first vice president. The Delegate Conference was postponed until fall and a decision made to hold a meeting of members at the National Conference of Social Work to stimulate the revival of the Association's program. A new Executive Committee was elected by the Board. These and other actions of the Board are reported elsewhere in this issue. The Board was unable to deal with a number of items on its agenda—reports from its standing committees, several reports from subcommittees of the Executive Committee, a report of the Special Committee on the Location of the National Office, and so forth.

From the start of Board discussion of the Executive Committee's report on its study, it became apparent that there were serious divisions in the Board in reaction to the Executive Committee's report, its findings and recommendations. An initial motion indicating the advisability of the president's surrendering the chair during discussion of the report was lost by a vote of 8 to 10. A motion was made that the Board consider that the Executive Committee, in the scope and method of the study it had conducted, had met the requirements of its assignment: this motion was passed by a vote of 10 to 8 with James Brunot, Marguerite Gane, Lester Granger, Eleanor Hearon, Frank Hertel, Donald Howard, Sara James, Aileen K. Maccracken, Kenneth Pray and Elizabeth Wisner voting for the motion, and Pierce Atwater, Frank J. Bruno, Mary Cady, Louis Evans, Marion Hathway, Charles Schottland, Agnes Van Driel and Tom Wintersteen voting against it. Discussion of the disagreements expressed in this vote brought forth the opinion that it was obvious that the Executive Committee's report gave no answer to the problem of what steps should be taken with respect to Mr. West and that the Board would make greater progress if it proceeded to consider what it wished to do in this regard.

In executive session the Board's debate centered about the opinions of various members on the executive secretary, on what was necessary to unity within the Association, and on the pros and cons of solving the conflicts in the membership by the executive secretary's removal. The first day's discussion was occupied with the different views of the Board's members and with trying to find a way of reaching some agreement and on the second day several plans were considered for arriving at some basis on which action might be taken.

There was disagreement by some members with the Executive Committee's conclusion that under a professional procedure a complete and formal evaluation of the executive secretary's performance could not be made

at this time. Since these members were interested in having the Board undertake such an evaluation during the meeting, a committee was appointed, with Agnes Van Driel as chairman, to see whether an evaluation could be made and suitable criteria could be defined. This committee was later called upon to report and introduced the executive secretary to present his opinions on necessary criteria for a professional evaluation. The executive secretary pointed out that the Executive Committee had presented to the Board the only facts available to that body on matters which a professional evaluation is required to cover—evidence about performance and evidence about working conditions; and that apart from considering the Executive Committee's report, the Board had no basis for an evaluation that would satisfy procedures set up to safeguard not only the employe but the employer from prejudice and error.

In the hope of bringing together the different groups in the Board, a motion was made by Mr. Schottland to provide a basis for discovering whether any agreement might be reached. The motion was:

1. That the report of the Executive Committee relating to the evaluation of the executive secretary be approved and the Board, on the basis of this report, find that the executive secretary has been competent in the discharge of his administrative duties;

2. That the Board approve in general, subject to later discussion, the supplementary report of the Executive Committee as a basis for future program of the AASW;

3. That the Board proceed with this program on its own responsibility without referendum;

4. That the report of the Special Evaluation Committee be accepted as the basis for considering qualifications of the executive secretary of the AASW;

5. That the Board finds on the basis of careful consideration and thorough discussion that the foregoing program cannot be adequately advanced under the present situation, because a nationwide controversy renders both the president of the Board and the executive secretary incapable of unifying the membership behind the program and discharging the respective functions of their office to the greatest possible extent;

6. That in the interest of unity and in the furtherance of a vital professional program for the Association, and in order to enable the Board to proceed to advance the foregoing, the Board suggests that the president, the first vice president, and executive secretary, consider the desirability of tendering their resignations;

7. That the second vice president, Frank Bruno, be asked to succeed to the presidency on the basis that his reputation for fairness, integrity, and wise counsel can form a focal point around which we can rally support of the membership for a revitalized program;

8. That the members of the Board pledge their cooperation and support in carrying out the spirit of the foregoing plan of action.

The Board then went into the Committee of the Whole to discuss this motion but rose at the end of the second evening without report on this motion because no agreements had been reached.

At the opening session on the third day, the President noted that there was pending before the Board the motion by Mr. Schottland. He asked that the non-voting members of the Board not request the floor and that voting members confine their remarks to the question. He also asked that Mr. Schottland's motion be tabled to permit him to make a statement.

The President then stated that he had been trying to find a way out of the Board's dilemma since discussion so far indicated that any vote would probably result in a tie. He stated that in his opinion the Executive Committee had not followed proper methods of investigation. He thought the Committee had concentrated largely on peripheral issues and had not come to the heart of the problem. Many of the complaints were doubtless unsound. He then referred to Appendix G (see page 29 of this issue for description of content of Appendix G). He did not doubt that during his presidency he had made mistakes. He did not think the Executive Committee believed them anything but mistakes or that there was malice in those mistakes. In his opinion it was a very small issue whether Appendix G was sent out. He proposed that it not be sent out, not to protect himself, but to protect the members of the Executive Committee. It would do harm. Mr. McMillen stated that he had not the slightest trace of resentment against any member of the Executive Committee because of Appendix G and reviewed his individual relations with various members of the Executive Committee, stressing their positive nature.

Mr. McMillen stated that he knew that there was in the Executive Committee a deep seated conviction that the Association could not go on under existing leadership. He said that the widespread dissatisfaction in the membership was an objective, provable fact. He called attention to the fact that he was the president and read a communication from the Pittsburgh Chapter asking whether he would run for a third term. He did not choose to be a candidate for a third term and described what he had been through as a crucifixion. He could say, however, and without personal pride, that he had strength throughout the country. If he decided to

run he would be elected by an overwhelming majority against any candidate, not because he was so good, but because he had been willing to take it on the chin to achieve an objective the membership had desired. The issue now was whether there was to be a united Association or not.

Mr. McMillen then called on the Board to stand back of its president, elected in the first election by 50 percent of the membership and in the second by two to one. He proposed the following motion:

1. That the Board approve and accept the report of the Executive Committee as it was amended in the Committee of the Whole, including editorial changes made and all appendices except G, this to be revised in terms of a statement of principle;

2. That the Board send the report and appendices A, B and C to every chapter, or, in available ways, to all members;

3. That the Board agree that there be circulated throughout the membership the promise and offer that all underlying evidence assembled by the committee is available to members who wish to borrow it;

4. That the Board agree to request the resignations of the executive secretary, the president and first vice president so that the decks could be cleared for action and personalities obstructing unity be removed from the scene;

5. That the Board give a vote of confidence in Frank Bruno as president;

6. That the Board proceed to appoint a committee to arrange a meeting at the Delegate Conference to allay what has hitherto been factional.

Mr. McMillen called on Mr. Pray to make such a motion. Mr. Pray refused to do so. The motion was presently made and then tabled.

A motion was then made that the Executive Committee's report be adopted as amended in the Committee of the Whole. The President explained that this meant the general and supplementary reports as revised and that it included all appendices except G which was to be re-stated in the form of positive principles. Several members expressed the belief that the motion was asking members to vote against their convictions in the hope that this would lead to the executive secretary's resignation, and that approval of the report under those conditions was not approval of the report, its recommendations or its factual base. The motion was passed by a roll call vote of 11 to 6. Mary Cady, Marguerite Gane, Lester Granger, Eleanor Hearon, Frank Hertel, Donald Howard, Sara James, Aileen K. Maccracken, Kenneth Pray, Tom Wintersteen and Elizabeth Wisner voted in favor of the motion, and Pierce Atwater, Frank J. Bruno, Louis Evans, Marion Hathway, Charles Schottland, and Agnes Van Driel voted against it. During a brief recess the Secretary of the Board communicated this action to the executive secretary and reported that the executive secretary had sent no message to the Board.

A motion was made requesting the executive secretary to resign. A motion to amend this to request the resignations both of the executive secretary and the president was presented and withdrawn. The motion requesting the resignation of the executive secretary was passed, 11 to 6 with Marguerite Gane, Lester Granger, Eleanor Hearon, Donald Howard, Sara James and Kenneth Pray voting in the negative. The following statements were made by voting members for the record:

Statement by Lester Granger: Re vote on resignation of executive secretary. I vote "no" on the motion because I feel that the Board has not yet made official findings of present circumstances requiring the secretary's resignation. Once such findings were established, I feel that the next step would be consultation between the Board and its executive, so as to give him an opportunity to assist the Board in meeting the circumstances, and possibly offer his resignation. Only after such consultation is the Board justified in making any demand on its executive. The Board's failure in this respect overlooks the professional relationship that should exist in its relations with its executive and therein violates sound personnel practices.

Statement by Eleanor Hearon: I vote "no" on the motion because it is inconsistent with the acceptance of the report of the Executive Committee which in its study found no basis for the removal of the executive secretary and is inconsistent with the accepted professional personnel practices of the Association in that it is without periodic evaluations in which the executive secretary participates.

Statement by Elizabeth Wisner: Regarding the vote asking for the resignation of the executive secretary, as a member of the Executive Committee which made and signed the study, I wish to offer a statement. I have voted for this motion because it is my conviction that there is a crisis in the Association which it is impossible to dissolve under the present administration.

I do not believe that any executive secretary, no matter what his qualifications or capacity or whatever his fine achievements in the past, can take the Association forward at this time.

Whether or not Mr. West shares any responsibility for the present crisis does not seem to me to matter any longer. A unifying of the Association is more important than any officer or any member. This action may not completely solve our problems, but I think we must take some step and perhaps we take only one step at a time. I vote for this action even in the face of our own Statement on Personnel Practices, which perhaps will have to be built up again and perhaps on a new basis.

Statement by Marguerite Gane and Kenneth Pray: I believe that this motion violates in spirit and substance the basic purpose and principles which the Association is organized to serve, and which alone justify its existence, namely the protection and promotion of those means and ends required for effective professional services. This purpose is not advanced, I believe, by an action of the governing board of the Association which defies the only verified evidence of an employe's actual performance and accepts, instead, the negative judgment of an unidentified and uncounted number of members, many of whom cannot be directly informed about the executive's actual performance or the degree of his responsibility for actions or outcomes that they disapprove.

Professional service is not advanced, I believe, by allowing the mere existence of division within the ranks of the Association membership, regardless of its source and without appraisal of the validity of conflicting viewpoints, to supersede discriminating evaluation of specific evidence as the basis for change of executive leadership.

Such action leaves the Board and its executive hereafter at the mercy of any group that is able and willing systematically to cultivate and consolidate all dissident elements in the membership, to undermine and overthrow an administration without being held to account for validating either their purpose or their method as being in accord with those which the Association presumably exists to sustain.

It was then moved that "in view of the crisis and controversy that has arisen, and in the interest of going forward, the president of the Association be asked to resign." This was passed 15 to 2 with Frank J. Bruno and Lester Granger voting in the negative. Two members recorded their different individual reasons for voting for the motion:

Statement by Mr. Pray: I vote for this motion because I believe the evidence contained in the Executive Committee's report clearly indicates that in his concept of his office and in the methods he has employed, the president has contributed most seriously to the frustration of Association purposes and the breakdown of professional standards during the past eighteen months. Since he has been unwilling to acknowledge or to repair this damage, by accepting the obligation to work within the established authority, policy and procedure of the Association, it seems to me reasonable to ask him to relinquish the presidency into the hands of someone who will do so.

Statement by Miss Hearon: I vote "yes" on this question because the Executive Committee's report indicates that the role of the president has not been in conformity with the definition, structure, and responsibilities of the office of president and therefore resulted in confusion in administration and the use of unauthorized mechanisms and channels, and I believe it is in the best interest of the Association that this motion be accepted.

Mr. Pray pointed out that the votes for this motion requesting the president's resignation were cast in the belief that both the president and the executive secretary should retire and that since the desire of some Board members for the president's resignation was contingent on the resignations of both the president and the executive secretary, acceptance of the president's resignation should be postponed until action on the executive secretary had been completed. The request for the president's resignation was thereupon tabled. Following this action, Mr. Atwater offered his resignation on the ground of his close association with Mr. McMillen. Mr. Pray tendered his resignation because he believed this Board's action requesting the resignation of the executive secretary was contrary to the Association's principles and left no basis on which he could operate as a Board member. These resignations were also tabled.

Mr. Howard then said that he did not see how the action accepting the Executive Committee's report and the Board's subsequent action could be reconciled and that he did not believe that the executive secretary had been aware that the report had been accepted as a means of obtaining his resignation. He therefore moved for reconsideration of the action accepting the Executive Committee's report. This motion was defeated 3 to 13. A committee of three was appointed to communicate to the executive secretary the Board's decision to request his resignation and was empowered to acquaint the executive secretary with any or all of the actions taken by the Board. When it was noted that no reason had been stated for requesting the executive secretary's resignation, a motion was made to explain the Board's actions with respect to the resignation of the executive secretary and certain elected officers as follows:

That although the report of the Executive Committee has been approved, and therein the executive secretary has been found to be competent and to have honorably discharged his duties, the Board recognizes nevertheless that a controversial situation does exist throughout the Association which makes it difficult, if not impossible, for the Association properly to function under the present executive secretary and certain elected officers.

This motion was passed, 15 to 2, Mr. Pray and Mr. Howard voting negatively.

Mr. Bruno later reported for the committee appointed to communicate with the executive secretary. Before the committee saw Mr. West, it was notified that the executive secretary was offering his resignation on condition that the Executive Committee's report be

made available without any restrictions. The committee had received this resignation which was now presented to the Board (see below for the executive secretary's statement). The Board passed a motion accepting the executive secretary's statement and his condition by a vote of 15 to 0.

The resignations of the president and the first vice president were then accepted, and the resignation of Mr. Pray was accepted, with his reason for offering it recorded as follows:

"I present my resignation because of my conscientious conviction that I cannot adequately serve or represent in official position an organization whose policy and practice in vital respects I cannot support. The action of the Board, in violating, as I believe, its own accepted principles of employment practice, seems to me to leave in some doubt the Board's own definition of the professional purposes and standards which it will unequivocally support. Until that doubt is resolved, only those who do not share in that doubt or who can wholeheartedly support the policy as they understand it, should represent the Association in office."

Miss Hankins, chairman of the Committee on Personnel Practices announced her intention to resign (see her letter on page 10 of this issue).

Later in the meeting, Mr. Bruno explained to the Board that when the committee appointed to inform the executive secretary of the Board's request for his resignation learned that he was preparing a voluntary resignation, it decided not to apprise Mr. West that his resignation had already been requested by the Board. Since that time the executive secretary had been informed that the Board had taken this action. Mr. Bruno therefore proposed that to keep the record straight the action requesting his resignation be rescinded and that this action state that the executive secretary had not known of the Board's request when he tendered his resignation. This motion was carried. (See letter to Mr. Bruno from the executive secretary on this matter, page 8 of this issue).

Since Mr. West had stated to Mr. Bruno that he did not wish to discuss the conditions of separation arrangements, the Board decided to request him to remain until May 1, 1942, unless his own plans indicated an earlier date of termination. The Board then decided that the salary of the executive secretary be continued as a separation allowance on a monthly basis until December 31, 1942, and then passed a motion expressing the Board's opinion that the separation allowance agreed upon was not excessive and that it therefore recommended to the succeeding Board that it consider the advisability of extending the separation wage of the executive secretary for an additional four months, until May 1, 1943.

It is to be noted that among the recommendations of the Executive Committee to the Board was one urging that the Board's decisions be submitted to a mail vote by the membership: this recommendation was not accepted by the Board.

RESIGNATION OF EXECUTIVE SECRETARY

Walter West, Executive Secretary of the AASW for several years, submitted his resignation to the National Board at its recent meeting. The resignation was conditional on releasing the full findings of the Executive Committee's report to the membership. This condition was met by the vote of the Board accepting the resignation.

After discovery that the Board had previously voted to request a resignation, and seeing the record of the meeting, Mr. West made a request of Mr. Bruno, new president of the Association, for clarification of the Board's action. That correspondence is published below following the letter of resignation.

Statement of Resignation

"I wish to announce to you my intention to resign as Executive Secretary of the American Association of Social Workers. I shall do so on one condition.

"My reason for wishing to resign is single and simple. I do not care to work for the Association any longer in a staff capacity.

"The record of the last fourteen years can leave no doubt as to the basis I have for my conviction that the professional movement in social work is the best and soundest promise social work possesses for a steady advance in definition of its responsibilities, clarification of its objectives, elimination of its fallacies, and its false pretensions, and for the creation of more effective service to the public and the individuals it serves. There are many things in the record of my administration of which I am proud and of which the Association may well be. There is probably none that cannot be done better. I am very glad to say that there is none of which I am ashamed or would have any fear to face.

"The important asset which I have had to work with is the response of professional social workers to the opportunities which have been developed through the Association

and its work. The reason why I have gone through a considerable period of program stagnation is that the attacks on me have been attacks also on the professional values which have been created in and by the Association.

"Perhaps no one in my position or under the circumstances, would be satisfied with the report of the Executive Committee. In many ways it seems inadequate in its presentation. The committee did not have time to study thoroughly, or appraise, the positive, creative, and pioneering accomplishments of the Association and its report could not make as much of those as I believe they deserve. The committee did have plenty of evidence of the existence of a really disturbing lack of ethical understanding and professional performance in a small part of the membership, which I believe it has not portrayed sufficiently to show what a very difficult primary task is ahead of the Association to overcome the unprofessional and anti-professional elements in its own ranks.

"The report does however clear up so much of what has previously been confused that I believe the professionally minded in the Association can, by reviewing it, and all of the reports which were attached as exhibits, recognize that the professional purpose, objectives and methods are no longer entangled and obscured and do emerge untarnished. The report does distinguish the professional way from that which some have been pursuing and offers proposed methods for future board action by which the professional interests of the members can have the protection which has been denied in recent years.

"It was this clarification that I have believed it to be my obligation to the professional membership to work for during the past year. The report clears the Association's objectives, program, structure, and policies of all entanglements in the false charges and political activities of four years. The report has shown that the difficulties do not lie in the *professional* operation of the Association, and that remedies are within reach of the National Board and the membership.

"The National Board will need to demonstrate a much higher degree of willingness to accept responsibility and courage to support the actions it takes and the persons it makes delegations to, than it has for many years. There is no safety for the interest of the things the majority stands for if the National Board surrenders, as it has too frequently, to an undefined 'public sentiment.' I believe that nothing less than the full report and all the appendices as submitted by the committee can possibly constitute a pledge of real and courageous management by the National Board.

"My own status as Executive Secretary of this Association during the past several years, my status as a social worker, my status as a person of ability to understand what I was doing and what I was confronted with, is a charge on you as important as the status of any person or group or other influence that has come into the orbit of this study. I have asked for no editing, no substitution. I demand that there be none. I ask this for myself. I ask it for the membership; that instead of 'protecting' anyone by suppression of findings, you protect the Association and me by making freely available all of the facts, data and judgments which came to you from the Executive Committee.

"When that is assured, I will ask you to accept my resignation to be effective as soon as possible."

Request for Interpretation of Board Action

After the Board meeting when the record of the Board meeting became available, the Executive Secretary discovered that the Board's actions were ambiguous and in conflict with one another and therefore addressed the following letter to the President, Frank J. Bruno:

"I have an urgent request to make. There is a pronounced discrepancy between (1) the conclusions and recommendations of the Executive Committee Report, (2) the Board's position in adopting the report, and (3) the Board's action in asking for my resignation. This discrepancy is of great disadvantage to me, and I believe to the Association, and needs to be cleared up.

"The Executive Committee report and its Appendices, except for H and J, deals very largely with the problems of the Association and of the relation to those problems of my services as Executive Secretary. The principal conclusions could be summarized briefly as follows:

> "The Report explains the extraordinary situation created by the charges brought against me in March, 1941, by Mr. McMillen, and the nature of the study undertaken by the Executive Committee to find the basis for the difficulties facing the Association. The Committee made a study lasting 11 months, and sifted an immense amount amount of material and evidence. While the conclusions of the Committee were stated largely in negative terms, i.e., that the charges by Mr. McMillen and others

were for the most part unfounded, the report does conclude, so far as evaluation of me is concerned, as follows:

'The Committee concludes, however, that in the light of the evidence adduced in this study, and in the light of his conduct in relation to the study itself, the executive secretary has shown administrative competence, professional integrity, and full conformity with the policies and decisions governing Association program, allocation of responsibilities and definition of powers and duties. He has been aware of the problems that have given rise to criticism and has endeavored to improve operations.

'The Committee does not find, in the evidence in its possession, any basis for the removal of the executive secretary. A thorough evaluation of the executive secretary's use of his powers and discretion, in the total performance of his duties, within an established "going" program, and measured by defined qualifications and responsibilities, is a regular obligation of the Board, and recommendations to that end are included in this report.'

"The study furthermore reported serious errors and misunderstandings by the president in bringing his charges, and found that his conduct had been unprofessional, had violated personnel practices, had violated the duties of his office, and had so created obstacles to the proper functioning of the Association; all of which is manifestly of great importance to any judgment as to the functioning of the executive secretary under the circumstances.

"The Executive Committee found that the Association had been compromised and its progress retarded by injection of political methods by the president and others to achieve ends opposed to the adopted purposes and policies of the membership, and that whereas the executive secretary was found to have shown 'full conformity with policies and decisions,' about program, duties and powers, the National Board had not been able to hold these other influences in line.

"The Executive Committee found that the Association faced serious difficulties, but concluded that its need was not a change of staff or structure or program, but that corrective measures must be taken by the Board to require that the principles and policies of the membership be hereafter observed and upheld.

"You will doubtless remember that after the Board took action to approve the report with certain major omissions, two members were sent to advise me of that action. I thereupon revised a resignation I had prepared and made this resignation conditional upon release by the Board of all the findings and conclusions of the Executive Committee. When my letter of resignation was completed I sent a message to Mr. Pray that it was available.

"A committee for which you were spokesman called on me and asked for the letter I had told Mr. Pray about. I did not know that you had been sent to advise me that the Board had voted to request me to resign. Your failure to advise me of the Board's action left me wholly in the dark as to my relationship to the National Board at that point. I was allowed to believe I was offering a voluntary resignation. You knew that the Board had voted to ask for it, but you did not tell me so. That meant that you took the letter on a fraudulent basis.

"In addition to the false position in which this left me, I was also deprived of the opportunity to ask for the reasons given for the Board's request for my resignation. Your motion to ask me to resign gave no reason for the request. After that motion was passed, another motion was passed so that you could not only advise me of the action but could answer my expected questions as to the reason. I was not allowed to ask those questions, however, because you let me give you my letter without telling me of the action taken.

"The explanation in the record is that 'a controversial situation does exist throughout the Association which makes it difficult if not impossible for the Association properly to function under the present executive secretary and certain elected leadership.' This is too general. The report makes a sharp distinction between the conduct of the executive secretary and that of 'certain elected leadership.' The motion wipes out that distinction. The statement could be understood to cover anything from unprofessional conduct by me to embarrassment on the part of the Board. This 'reason' also is in direct conflict with the vote which the Board had previously taken, a short time before, to approve the report of the Executive Committee. It is most important to remember that the recommendations in that report emphasize that the one major reform and correction needed is a pledge by the *Board* itself to support resolutely its own and the membership actions; and thus to act in the future as the responsible governing body of the Association. The

Board, having just made that solemn promise, can hardly afford to allow its next subsequent action to remain ambiguous or less than honest and direct in dealing with me.

"In pointing out the need of the Board itself to clear up this conflict and ambiguity in its record, and the need of the membership to know how to appraise these actions, I am not underrating the extreme importance to me, personally, of having the record clear and explicit. The later substitution of acceptance of my voluntary resignation for the vote to ask for my resignation, does not serve the purpose and does not relieve either the Board or me of responsibility for a full explanation of this illogical sequence of actions.

"My urgent request, therefore, is that a statement of the evidence or grounds which influenced the Board in voting to ask for my resignation be supplied for the record. You made the motion to ask for it, were spokesman for the committee which interviewed me, and are now the president of the Association. A statement by you might be accepted by the Board members. Whatever statement is made should be explicit and should include whatever the Board members will report whenever or however they are asked for explanations. The statement could be submitted for their approval or for additional individual comments if you preferred. In any event this letter of mine and whatever statement is forthcoming is needed as part of the record of the meeting and as part of the explanation to the members of what occurred.

"It is obviously important that the statement be made immediately so that the needed reports of the meeting can go to the membership."

To this Mr. Bruno replied as follows:

"What you ask me to do in your letter of the 5th is clearly beyond my authority. Action by the Board can only be interpreted by the Board that took the action. It seems to me that your recourse is to ask the Board at its next meeting to clarify its action, and that such clarification be given the same circulation as the original minutes."

Resigns on Personnel Practices Issue

Dorothy Hankins, Chairman of the Committee on Personnel Practices, in conformity with her announcement at the Board meeting, addressed the following letter of resignation to the President, Mr. Bruno:

"I am taking this first possible opportunity to write to you in connection with my resignation as chairman of the National Committee on Personnel Practices, of the American Association of Social Workers. During the three day National Board Meeting which ended Sunday, I did my best to make clear through my participation in the discussion what I consider to be the fundamental issues before the Association at this time. This I did both in general terms and in relation to the specific matters before us for discussion. The minutes will show the stand which I took there on many issues, but the minutes will not cover all the meetings and since I consider the resignation from the Chairmanship of an important National Committee in the middle of a working year, particularly at a time when the Association is in such a difficult situation as it now is, to be a serious matter; and since my resignation was not an impulsive action, but rather grown out of deep professional conviction, I want you, the members of the National Board, the members of the Committee and the members of the Association as a whole to understand the basis of my decision.

"First of all, I want it perfectly clear that my resignation is not due to the resignation of the Executive Secretary, and is not in any way connected with it. You will recall that on Saturday after prolonged discussion as to whether we should or should not ask the Executive Secretary to resign, with some members of the Board taking the stand that we should, I definitely stated to the Board that if the Board should decide to take such action, such a decision would make it utterly impossible for me to continue to work in the area of Personnel Practices for the National Association. When on Sunday, the motion was made and carried by an eleven to six vote, just as soon as I could get the floor, I gave notice of my resignation to the Board, with the explanation that in the light of action on other business during the meeting, I would decide before the Board adjourned whether that resignation was to take place within the next two or three weeks, or at the time of the adjournment. When by afternoon it became clear that a two or three week interval would be of no practical value to the functioning of the committee, I again tendered my resignation, to take effect at the end of the Board meeting.

"I resigned because, under the circumstances, the Board's decision to ask the Executive Secretary to resign violated parts of our own Statement of Employment Practices.

The fact that he resigned voluntarily before our request could reach him, does not change the fundamental issue. The fact that our Statement of Employment Practices is not perfect, does not change the fundamental issue.

"Running through all of the difficulty of the past four or five years, is the question 'Do we or do we not want the American Association of Social Workers to be a *professional* association?' When we originally decided to have membership requirements we decided for standards, against mere numbers, and thus decided to be a professional association. When we worked upon and finally accepted a statement on employment practices, again we decided for standards, and said we are a professional organization. Unfortunately deciding to be a thing and becoming it are not necessarily identical and we have members who do not actually believe in standards as well as many others of us who do believe but who often do not know how to operate through them.

"During the last meeting, for several sessions the Board could not get to any real consideration of the Executive Committee's report, and instead some members kept trying to find separate and unrelated reasons for asking for the resignation of the Executive Secretary. For example, part of the Board could make no distinction between the responsibility they had for saying whether or not they themselves thought the report was prejudiced and their opinion that 'some members of the Association' will think it prejudiced. Over and over the view was expressed that even if it is a minority who lack confidence in the Executive Secretary's leadership, he should be asked to resign for the sake of unity in the Association. One point I would like to make in this connection is that 'lack of confidence' resulting in complaints and dissatisfactions is not a signal for dismissal but rather for responsible study and evaluation of the facts in order that we may determine whether the complaints grow out of the Executive Secretary's failure to perform his duties or out of opposition to their being performed.

"The second point I want to make here is that as long as we glorify unity in the Association, we are at the mercy of every minority that cares to be sufficiently verbal. Over and over, and over again, we will be sacrificing our professional standards to a false notion of unity. There is no one in the Association who longs more than I do for a unified, vital, strong professional association, and I want such an association for the same reasons that most of us do—reasons that are connected with the welfare of the people of this country, and ultimately with the welfare of people everywhere. But I am convinced that unity for its own sake, or unity presumably for the sake of our profession or for the welfare of others, at the sacrifice of principle, is no unity at all, and that its ultimate result must be bad. If there is any real unity in the American Association of Social Workers or if such unity can ever be reached, it will have to be reached around acceptance of the professional base of the Association, through constantly striving to improve standards and our understanding of them, and through holding *ourselves* as well as others to those standards. When individual members, chapters, Delegate Conference, Board, officers and national committees really learn to carry the full responsibilities of their respective parts of the Association, then we will have a professional association indeed and our program will be effective beyond anything we can imagine now.

"Some of the Board seemed not to believe that these are the issues involved in the situation confronting the Association; I hope that the membership will understand that they are. The material for understanding is all in the Executive Committee Report and in the minutes of this Board meeting for which reason I am glad this material is to be available to members who wish to see it.

"I am sending a copy of this letter to the national office which I would do in any case, but I am adding the request that a copy go to each member of the National Committee on Personnel Practices, and that if space permits, it be published in THE COMPASS."

REPORT OF THE SPECIAL STUDY OF PROGRAM, POLICIES AND OPERATIONS OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS*

THE Executive Committee submitted its report after a study of eleven months to the National Board at its February meeting. The Board adopted the report with certain changes and omissions in wording. The report is presented below with the Board's changes indicated. The appendices which are described later in this issue may be obtained by chapters or members upon request to the national office.

Background

The problems which the Executive Committee has discovered and studied are by no means wholly new. In their present acute forms they represent, rather, the cumulative effect of developments over a number of years.

Some of the underlying tensions were expressed, for instance, in the appointment of a Committee on Structure and Participation, which reported to the Board, and thence to the Delegate Conference in Seattle, in 1938. Another committee of the same name and same general purpose carried discussion further in the following year, and its report at the Delegate Conference in Buffalo in 1939 resulted in amendments of the bylaws and adoption of policies vitally affecting the Association's structure and management.

At that time, the National Board (formerly known as the Executive Committee) was reconstituted and its basis of election changed to include nine members chosen from different regions, with the purpose and effect of assuring the maintenance of a national governing body continually representative of all sections of the country. A Nominating Committee also representative of all regions was created. The Conference further voted that "the ultimate sovereignty shall be deemed to reside in the membership, flowing therefrom to the Delegate Conference and to the National Board. . . . The National Board shall within the broad outlines approved by the Association and the Delegate Conference be responsible for seeing that, insofar as practicable, the purposes, policies and program of the Association are carried out. . . . The National Board shall, with the advice of the Delegate Conference, national staff, national committees and chapters, recommend to chapters matters upon which major emphasis shall from time to time be placed." The status, functions and powers of the executive secretary, as "responsible to the Board for the administration of Association affairs, under the program, budget and definitions of general functions adopted by the Board," and for the "appointment and dismissal of professional staff, within the definitions of functions and qualifications approved by the National Board," were restated.

Under the impact of various suggestions for reconsideration of basic program, and in order to put the new organization to work on a definite plan, the Board created a Special Committee on Program in 1939, whose report was accepted with some modifications by the Board, submitted to the Delegate Conference at Grand Rapids in 1940, and there adopted. At that Conference other proposals were submitted by various chapters and delegates, looking to further changes in plans, policies and procedures. The Conference voted to instruct the Board to reopen for consideration a proposal to change the location of the national office. After defeating a proposal for the Delegate Conference at that time to select a few specific objectives for special emphasis in national and chapter programs for the succeeding year, the Conference did instruct the National Board to seek the clarification of the functions of the Delegate Conference and to submit a bylaw to that end to the next Delegate Conference.

The election of Association officers, in the summer of 1940, brought to the presidency Mr. Wayne McMillen, who had actively supported some of the changes of plan and policy proposed at the Conference. The first meeting of the newly elected Board, of whom only two had had previous experience as members of the national governing body, was held in the following October. At that meeting, little or no attention was given to implementation of the program adopted by the Board and the Conference in the preceding spring, though considerable time was spent in consideration of one aspect of program activity, the study and report by the executive secretary in the preceding summer, concerning certain problems of personnel practice arising in the operation of a social agency in St. Louis County, Missouri. Upon the initiative of the

* Material which the National Board voted to remove from the Executive Committee's report appears in bracketed italics. Additions made to the report, by the Board appear in boldface type.

president, the Board did act upon certain proposals directed to regionalizing the membership of each standing committee and to establishing direct communication between these national committees and chapter committees working in the same fields. The method of selecting persons for appointment to national standing committees was modified to place larger responsibility upon Board members for suggesting suitable members. Two special committees—to study problems referred to the Board by the Delegate Conference—were created, each centered in a specific region distant from headquarters. A committee was also created to study THE COMPASS and to make recommendations as to its function and improvement.

On March 3, two weeks before the second meeting of the National Board (which convened on March 15) the president submitted to all the members, by mail, a memorandum reciting certain episodes in his own relation to the national office, indicating, in his judgment, evidence of inefficient administration, and declaring that contact with chapters and members indicated "a lack of respect for the national office and general dissatisfaction with the conduct of Association business." He asked the Board for its consideration of these problems. Members of the New Jersey chapter, in a letter dated February 14 addressed to the president, expressed dissatisfaction with the conduct of the national staff and requested a "thorough, objective study" of the "administration of our national office." The president laid this letter before the Board at the March meeting. The staff of the Association also submitted a memorandum, which had been in course of preparation before either of these statements was received, asking the Board's consideration of a number of problems of policy, procedure and allocation of responsibility, and asking the Board to act definitively to clarify and sustain its own position on these problems in the interest of effective administration. The staff also submitted memoranda discussing the specific episodes referred to in the president's memorandum and in the chapter letter.

After extensive discussion, the matter was referred by the Board to the Executive Committee, which had been elected by the Board at the October meeting, for immediate consideration and recommendation of suitable treatment by the Board of the problems presented. After one extended meeting of the Executive Committee, with Mr. McMillen and the staff present, and after further discussion by the Board, the matter was again referred to the Executive Committee for more exhaustive study, under the following assignment:

> "1. That the Executive Committee be authorized to proceed to a prompt and thorough examination of the present program, policies, procedures and operations of the Association, in the light of the contents of the Blue Book and of the decisions of the Delegate Conference on the report of the Program Committee, and in relation, also, to any specific alternative of program and policy which the president or any other member may wish to propose;
>
> "2. That in this study the Executive Committee give due attention to the allocation of responsibility for leadership and administration of the Association's program and to the evaluation of the executive secretary's willingness and capacity to take leadership of that program;
>
> "3. That in the meantime the Board reaffirm its determination to support and advance the existing program of the Association."

The Executive Committee, to which this assignment was given, then consisted of James Brunot (treasurer), of Washington; Lester B. Granger, New York City; Donald S. Howard, New York City; Mrs. Aileen Kennedy Maccracken, Cleveland; Kenneth L. M. Pray, Philadelphia, and Margaret Rich, Pittsburgh, in addition to Wayne McMillen, Chicago, president, ex-officio. The president, as authorized by the bylaws, designated Mr. Pray as chairman.

Early Proceedings of the Executive Committee

The Executive Committee held two two-day meetings following adjournment of the March Board meeting and before the opening of the Delegate Conference in Philadelphia on May 30. Subcommittees also made extensive special studies. A "Progress Report" was submitted to the Delegate Conference. After extensive discussion the report was referred to the National Board for further consideration and action. Two specific actions of the Conference directly affected later developments. The Conference at one point voted, though it later reconsidered its action, to enlarge the committee conducting the study by adding seven representatives of other regions. The Conference also voted to ask the committee to solicit from all chapters their comments and criticisms of Association operations.

At the meeting of the National Board in Atlantic City, on June 1, members of the Executive Committee placed their resignations at the disposal of the Board. The Board voted to enlarge the Executive Committee to the maximum number authorized by the bylaws (eight, in addition to the president), reaffirmed the original assignment to the Committee and authorized it to proceed with

the study as outlined: A new Executive Committee was elected, consisting of the following members, in addition to the president: James Brunot (treasurer), Washington; Eleanor Hearon, Denver; Frank J. Hertel (secretary), Minneapolis; Lillian J. Johnson, Seattle; Mrs. Aileen Kennedy Maccracken, Cleveland; Kenneth L. M. Pray, Philadelphia; Margaret Rich, Pittsburgh; Elizabeth Wisner, New Orleans. The president again designated Mr. Pray as chairman, in accordance with bylaw authorization.

Before the next meeting of the Executive Committee, on June 12, Miss Johnson resigned, and Elizabeth Nairn, of Nashville, who had been named by the Board on June 1 as an alternate in the event of a member's resignation or inability to serve, was elected to fill the vacancy.

The reorganization of the Executive Committee, necessitating some reorientation and a fresh start, when added to the inevitable interruptions of the summer vacation season, occasioned some delay in the advancement of the Committee's plans. It became increasingly clear also, as plans developed, that the scope and nature of the study undertaken, the far-reaching implications of the problems disclosed, and the methods deemed necessary to define and resolve these problems, prevented the completion of the inquiry as expeditiously as the Executive Committee, the Board, and the members had hoped.

The Executive Committee fully realizes, and wishes to call the attention of the Board specifically to the fact, that the delays encountered have undoubtedly intensified some of the basic problems now before the Board and the membership. Besides the inevitable retardation of chapter and committee activity during a period of disturbing disunity and uncertainty in the Association, the fact that the staff, under the direction of the Executive Committee, has been compelled to devote practically its whole time to the demands of the study has deprived the Association, during most of the nine months, of much of its customary leadership and assistance from headquarters. The practical cessation of field service, and the necessary reduction of correspondence, consultation and publication, has entailed a loss of momentum and has retarded normal progress by committees and chapters. Financial economies necessitated by the diversion of funds to the study, and by some diminution of income, (reflecting in part, current uncertainty and suspense in the membership,) have played their part in intensifying these problems.

Methods and Procedures

The Executive Committee has used several different methods of study, as these seemed appropriate to its needs in various aspects of its work. Through the conference method, it has sought to identify problems, define differences, determine kinds and sources of information required and to come to a common understanding of the significance of the facts educed. This method has been applied, particularly, to the examination of program and policy, as well as in the final discussion of all parts of the study. Since June 1, the Executive Committee has held six two-day sessions, with no less than six members of the Committee present at each session.

Specific complaints and evidence submitted by the president and the chapters concerning operations of the national office have been apportioned among the individual members of the Committee for further inquiry and analysis of each one and for the formulation of recommendations to the full Committee of suitable conclusions upon them. In this process, the facts presented by the complainants have been checked with information submitted by the staff, derived from Association records and staff knowledge of these episodes. The place of this part of the study in the total task of the Executive Committee is defined in the following minute adopted by the Committee:

> "The Executive Committee's method of treatment and use of the specific complaints is determined by the recognition of the fact that the individual episodes are significant in this inquiry not because of their relative seriousness or triviality in themselves, but rather for the reason that they have been occasioned by, or made the vehicle of, a general criticism of the efficiency and integrity of the national administration. Some of these complaints were received in response to the definite request of the Committee, made in accordance with the instructions of the Delegate Conference. The Committee has felt it to be necessary, therefore, to examine the factual basis underlying these individual complaints, not with the purpose of completely proving or disproving the validity and importance of each complaint, but of drawing from them a just conclusion as to their proper weight in identifying more basic problems and in appraising the validity of opinions based upon the data offered. The Committee's method has been to seek from complainants a full statement of facts that to them seemed pertinent about each complaint, and to check these facts with those presented by the staff or known to the Committee. It has seemed necessary for the Committee to draw its own conclusions from this testimony, without subjecting the details of reported fact to further rebuttal and surrebuttal. It is the Committee's policy in its final report not to discuss the identity of the chapters and individuals involved in these complaints. The Committee has preserved in its working material these identifications. Where the

facts were not clearly determinable by the Committee's method, the Committee has so concluded, but in most of these instances, where the basic problem represented by the complaint seemed important in itself, this problem has been subjected to study and appraisal by other methods."

In accordance with the final sentence of this statement, subcommittees have been assigned to specific phases of the study. One such committee has been responsible for examination of certain aspects of management and service operations, such as membership application procedures, change of address procedure, budgetary and financial controls, personnel practices, field service plans and procedures, and the like. Special attention was directed to these and other aspects of administration by abstracts and classifications of all specific complaints, as well as of all general comments and suggestions received from chapters in response to the Executive Committee's requests. Another subcommittee examined and reported upon the definition of responsibilities of the various parts of the Association; another on methods of selection, appointment and management of committees; another on the formulation of principles, procedures and criteria of evaluation of the executive secretary.

Early in its proceedings, the Executive Committee confronted the special problem of determining its own policy and procedure in the use of the staff in connection with the inquiry. Problems of a somewhat similar nature were involved in the participation of the president, who, though a member of the Committee, was also a complainant with respect to many problems under review, especially those relating to the staff. After extensive discussion, the Executive Committee adopted the following statement on these matters, to which it has adhered throughout the study:

"The National Board of the American Association of Social Workers has placed upon the Executive Committee the responsibility for examining the management, operations, organization and program of the Association. In accepting the assignment the Executive Committee recognizes its responsibility to conduct the study on an objective and independent basis. The Executive Committee has accepted the decision of the Board made at the March meeting and reaffirmed in June that the nature of the examination shall be of the total and not merely an evaluation or investigation of any one aspect of the Association's operations. Because of the nature of the above assignment and because in an organization in which factual data and experience in the development of program and activities rests so largely with the staff, it is important to define the role of the staff in the study to be undertaken. It is likewise important in this particular inquiry to define the role of the president, the National Board, the Executive Committee and the Delegate Conference.

"Both the staff and the president have a peculiar responsibility in this study, the president as ex-officio member of the Committee and a member of the governing board, and as a complainant in relation to certain documents he has submitted, and the staff as the group responsible for implementing program and operations and the executive secretary as complainee in relation to certain documents submitted by the president.

"No clearcut statement can be given regarding the amount of staff assistance needed, when it shall be needed, or specific problems on which it shall be required. This would be decided at the discretion of the Executive Committee. Various types of staff assistance have been defined, such as staff service and staff participation. The former will include documentary evidence or verbal statements relating to complaints, present policies, administrative practices, or operating procedures, necessary to the understanding of the problem under question. This type of service may be needed in all areas of the study. The latter, staff participation, will include assistance in the Association in the study of program planning, which includes the origins and sources of program, and in the study of alternative program concepts and activities. The Committee in following approved practice will invite the presence of the executive secretary and president in all sessions in which evidence is introduced bearing on their administrations, and they shall have full opportunity to present and discuss such answers as they wish to make in response.

"It is understood at all times that in discussion of evidence and opinions neither the executive secretary nor any member of the staff has a vote or any power of limiting or influencing the independent decisions of members of the Committee. It is also understood that the Executive Committee may consider any subject, at any time, in executive session. There will be other times when one or more members of the Executive Committee will be working on special assignments at the Committee's direction.

"Since one part of the study is an evaluation of the executive secretary's performance, it will be expected that he participate in this evaluation in accordance with the principles on employment standards, procedures and practices enunciated in the two statements of the American Association of Social Workers:

"1. Employment Practices of the AASW National Office, adopted by the Board March 25, 1939;

"2. Statement about Standard Employment Practices in Social Work, adopted by the Delegate Conference, 1937."

(This minute was adopted by the Executive Committee on July 20.)

At all of its eight meetings, the Executive Committee has had the benefit of full staff participation at some sessions, and at practically all meetings it has held one or more extensive executive sessions. At some of these the president was present in his capacity as a member of the Committee, and at others he was absent, in view of his special role as complainant in relation to the particular matters under discussion.

[*Documentary Materials*

[*Factual and documentary materials that form the basis of the Committee's conclusions and recommendations accompany this report. These include:*

[APPENDIX A. *Report of Executive Committee upon eleven complaints against the executive secretary, contained in the president's original memorandum of March 3;*]

[APPENDIX B. *Report of Executive Committee upon specific complaints received from chapters;*]

[APPENDIX C. *Report of Executive Committee upon complaints presented by the New Jersey Chapter;*]

[APPENDIX D. *Report of Executive Committee upon five additional complaints of the president against the executive secretary contained in various communications, oral and written, to the committee and to others;*]

[APPENDIX E. *Report of Executive Committee upon complaints against the executive secretary by Mr. Ellery Reed, a member;*]

[APPENDIX F. *Summary of reports by a subcommittee of the Executive Committee upon certain aspects of management and service operations in the national office;*]

[APPENDIX G. *Memorandum of the Executive Committee concerning the president's conduct as a factor in the Association's present problems;*]

[APPENDIX H. *Statement of president concerning program and program-making;*]

[APPENDIX I. *Statement of executive secretary on program and program-making;*]

[APPENDIX J. *Statement of principles and procedures for guidance in the evaluation of the executive secretary's performance.*]

[*Certain other materials which have engaged the attention of the Executive Committee are being submitted as separate items of business, but are in some measure related to the subjects of this special inquiry.*]

Problems

Certain general basic problems come clearly to view in this material, expressing certain differences of viewpoint and difficulties of operation which divide the membership and retard the Association's development. They are not, of course, entirely separable; they overlap and intertwine. For convenience of consideration, however, they may be grouped under the following main headings, for discussion in this report:

I. Definition of responsibilities and relationships of the several parts of the Association—including Delegate Conference, National Board, officers, staff, chapters and committees;

II. Appraisal of efficiency of operation of the several parts within this framework of responsibilities;

III. Methods of operation—specifically, the definition and application of professional *versus* unprofessional methods in policy-making and management;

IV. Program—including definition and selection of content, the process of arriving at these decisions, the implementation of program.

Conclusions

I. Definition of Structure and Responsibilities

Despite the enormous effort that has gone into the attempt to clarify and strengthen the structure of the Association in recent years, there evidently remains confusion and lack of agreement with respect to the actual distribution of power and definition of function within the Association, and the mechanisms and methods by which its affairs are governed. The Executive Committee sets forth the following propositions as representing the present structure of the Association, under present bylaws and specific decisions of the membership:

A. *Membership—Delegate Conference.* Ultimate responsibility for the Association's affairs resides in the membership. The membership can act directly in either of two ways—through a mail vote of the entire membership, or through a vote by delegates at the Delegate Conference, which has the full authority of the membership, not otherwise specifically delegated in the bylaws. The bylaws may be amended by the Delegate Conference or by mail vote after due notice and procedure.

B. *National Board.* Practical limitations on the scope and nature of direct action by the total membership make it necessary to delegate responsibility for continuous government of the Association to an appropriate body—the National Board—which is created by the bylaws for that purpose. The National Board possesses the governing powers of the Association within broad spheres of policy laid down by the membership. It is responsible for the use of resources towards realization of the purposes of the Association. It is bound by limitations and mandates prescribed by the membership. It is itself a representa-

tive body, and its duties include the solicitation and consideration of suggestions by members, chapters, national committees and staff. It is required to recommend to chapters matters upon which major emphasis shall from time to time be placed. It reports back to the membership upon issues needing redefinition or reconsideration and upon materials which may be fashioned by the membership into new policies.

C. *Committees.* Just as the membership must delegate responsibility for continual government to the National Board, within limitations and mandates prescribed by the membership, so the National Board, for practical effectiveness, must delegate certain parts of its work to the Executive Committee, to various national committees, and to the executive secretary, with power to act within limitations and instructions prescribed by the Board. The Executive Committee, if and when created by the Board, exercises all powers of the National Board between meetings, "within the general policies, program, total budget and specific directions established by said Board. All actions of said Committee shall be reported to, and subject to alteration by, the National Board at its meeting next succeeding such action, with due regard to the interests of third parties who may be affected thereby."

The National Board determines the establishment of Association divisions and standing and special committees, and all committees are responsible to the Board.

In order to preserve its character as a representative governing body, the Board must act as a group, and no opinion or commitment by any individual Board member or officer can be regarded as directive to other members of the Board, each of whom must act upon his own judgment of the best interests of the Association.

D. *The President.* While all members of the Board are responsible for bringing to the Board matters of importance to the Association and for interpreting to the membership actions taken by the Board, the president, as chairman of the Board, symbolizes in special degree the governing body and has a special responsibility to serve as a channel of communication between Board and membership, and to represent the Association and its actions to the members and the public. He also acts as liaison between Board and executive secretary, and in that capacity carries a special responsibility to keep in touch with the active operations of the staff and to represent and interpret to the Board the problems arising in these operations as they relate to Board policy and action.

The president decides upon the time and place of meetings of the National Board, calls the corporation meeting, and serves as chairman of the Executive Committee unless he delegates that duty to one of the vice-presidents. He also appoints national committees, with the approval of the National Board.

E. *Executive Secretary.* The executive secretary is chosen by the National Board. He is responsible to the Board for the administration of Association affairs under the program, budget and definitions of general functions adopted by the Board. The executive secretary is responsible for the staff of the national office and has authority to select, appoint and dismiss staff members, within the definition of qualifications and specifications approved by the National Board.

Within these broad limits the executive secretary must use his own discretion in adapting the Association's resources and activities to current needs; he is always accountable to the Board. Because of his special knowledge of Association resources and needs, and his special responsibilities for administration, he is obligated to suggest suitable appointments to national committees, and he brings to the Board suggestions regarding possible changes of program, in the light of new difficulties encountered, new opportunities opened, or other changing circumstances. He may—and in questions which are controversial, should—appeal to the Board for directive judgments, even on matters that lie within his own discretion.

F. *Chapters.* Chapters are local bodies, created upon the initiative of members in states, localities or regions, subject to the approval of the National Board, which determines the area of each chapter's jurisdiction and which has, also, responsibility for determining that the chapter membership and purposes conform to the membership and purposes of the national Association. All members living within a chapter's territory are members of that chapter.

Chapters are free to develop their own program and activities in line with the purposes of the national Association. They are bodies through which experience of members is pooled for the clarification and advancement of Association purposes, both locally and nationally. They are two-way avenues for the development and exchange of local and national thinking, planning and action within the scope of Association purposes.

Chapters, through elected delegates, are represented in the Delegate Conference and they are entitled to vote upon matters submitted in due course and with due notice, for decision by the membership.

General Conclusion: The above structure and relationships express the general principles of a *representative democracy,* in which the members, possessing collectively ultimate authority, exercise that power directly through election of officers and Board members; through election of delegates to the Delegate Conference; through referenda on specific questions. Individuals contribute directly also, through chapter membership and activity, through committee service, and through direct communication to headquarters, to the pool of Association resources for the accomplishment of common aims. Through chosen representatives on the National Board, to whom broad powers of continual and detailed government are delegated, the members indirectly control Association decisions.

The maintenance of these clear lines of authority and responsibility is essential to the effective operation of a democratic organization.

II. Efficiency of Operations

A. *Executive Secretary and Staff.* This inquiry was precipitated by specific criticisms of the administrative operations of the executive secretary. While it was immediately made clear that these specific criticisms were in reality but the surface evidence of deeper dissatisfactions, the Executive Committee felt that it could not proceed to examine those broader problems, with which the executive secretary's operations were also involved, while these specific charges, still untested as to their validity and significance, were allowed to stand unanswered in the record.

1. *Specific Complaints.* The president's memorandum of March 3 enumerated eleven specific incidents of alleged inefficiency or incompetence of the executive secretary. [*(See* APPENDIX A.)] Of these eleven complaints, the Executive Committee found that five were not sustained in fact; in four other instances, though some of the facts alleged were sustained, the principal charges of negligence or inefficiency were not sustained; in the remaining two instances, the Executive Committee found basis for just criticism of the executive secretary—for failure to respond adequately to the president's communications or to interpret adequately his own practice and performance—but in both instances, the action taken by the executive secretary upon the major problems involved was found by the Executive Committee to be within the proper bounds of executive discretion.

In letters from chapters in response to the Executive Committee's requests, the Committee identified 140 additional specific complaints against the executive secretary. Of these, after examination of all available facts, 32 were sustained and 108 not sustained. Of the 32 complaints sustained, 29 were found to be within the responsibility of the executive secretary and staff. Three were chargeable not to the executive secretary or staff but to other parts of the Association. [*(See* APPENDIX B.)] Of the 29 sustained complaints chargeable to the staff, 14 were clerical errors in routines of six major subjects of regular office operations (membership and dues administration, changes of address, elections, general correspondence, and preparation of interpretative statistics) each one of which involves thousands of clerical operations annually. Of the rest, 14 involved delays or failure in follow-up of inquiries and correspondence. The remaining 1 sustained complaint (failure to date all three sheets of a single form issued together to a chapter) led immediately to a change of office practice to meet this problem. Of the 108 complaints not sustained, 62 were found to be based upon incorrect, incomplete or misinterpreted information. Of the rest, 26 complaints were dismissed by the Executive Committee either because the evidence supplied by the chapter was inadequate, or because the chapter failed or refused to submit specific evidence, although requested to do so. The remaining 20 complants were not sustained because, while the facts alleged were confirmed, they dealt with problems beyond the responsibility of the staff, upon which authoritative action had been taken by the Board, or which involved questions of extent of resources or general Association schedule, not within staff control.

Conclusions: The Executive Committee recognizes, as the staff has expressly declared, that these 140 specific complaints do not include all the errors of omission and commission that have probably occurred during the period of several years within which these particular events happened. The volume of incidents reported, in response to the Executive Committee's request, is not striking, in view of the hundreds of thousands of operations within these same categories for which the national office has been responsible within that time. It is also significant that in 62 of the 140

instances reported, the problems were found to have been matters about which there had been previous correspondence between complainants and the national office. Of the 32 sustained complaints, 21 were about errors or questions that had been taken up through regular channels for receiving and dealing with errors before they were presented in this study as complaints, and in only one of those instances did the Executive Committee find evidence that the national office had not satisfactorily followed up the matter.

The Executive Committee is convinced, on this evidence, that the basic causes of the difficulties and dissatisfactions within the Association do not lie in the faulty conduct of these specific operations, and that these incidents do not show incompetence in the executive secretary; that neither the volume nor the nature of the errors found are beyond the normal limits of a reasonably well-administered office; that the staff, in these instances, proved its willingness and capacity to make suitable adjustment of complaints and that channels of access to the National Board, for consideration of important defects and problems of operation, are open to members and are being used with the full cooperation of the executive secretary and staff.

2. *General Study of Management and Service Operations.* Recognizing that an informed judgment of the capacity of the Association management to administer essential services and to make needed improvements of policies and procedures depends upon knowledge of operating practices viewed as a whole, rather than in the light of a few isolated incidents, the Executive Committee has subjected Association office management to further tests. A sub committee, with expert assistance made available to it, has examined office policies, practices and records, on which accountability for adequate performance of essential operations and the use of experience for continual improvement, are based, in relation to a series of problems and processes called to attention in chapter communications and otherwise. These problems include membership application procedures, dues collection, address changes, financial controls, personnel practices, publications, and field services.

Conclusion: On the basis of the reports submitted [(APPENDIX F)] the Executive Committee concludes that the management and service operations of the national office do not reveal incompetence in the executive secretary. On the contrary, these operations are clearly held to a creditable level of competent administration, and are being regularly examined and improved in the light of experience and of problems called to office attention by members and chapters.

3. *Five Additional Complaints by the President.* [*As noted in* APPENDIX D,] The Executive Committee examined statements of the president, and available evidence, concerning five additional criticisms of specific actions of the executive secretary, reflecting upon the executive secretary's competence and professional integrity. The evidence presented upon specific incidents cited by the president did not sustain these complaints, nor prove incompetence of the executive secretary.

4. *General Evaluation of the Executive Secretary.* The Executive Committee planned at the beginning, as a major part of its inquiry, to conduct a fair and thorough evaluation of the total performance of the executive secretary in accordance with sound professional principles and methods. Certain principles and procedures were set up early in the committee's proceedings, to guide such an evaluation. [*(See* APPENDIX J.)]

It became increasingly clear, however, as the study progressed, that under existing circumstances, an evaluation in accordance with professional standards would be impossible at this time. Such an evaluation must be based upon criteria set up in advance of the period under review, agreed to as valid by all concerned, in the light of an agreed program and statement of responsibilities. Previous boards had not established such criteria nor undertaken periodic evaluations of performance within an established framework of current program and activity. Specific decision to set up such a procedure and to make such an evaluation, taken by the Board in 1939, had not been carried through.

Furthermore, the period of the present study is obviously not "normal" in any sense, from the standpoint of staff operation.

Regular staff activity is, of necessity, practically in abeyance. The Association is torn by dissension as to plans and standards of operation. The Executive Committee is compelled to report, therefore, that until the Board reestablishes a "going" program and lays the basis for stable and authoritative administrative operations, a true professional evaluation cannot be made.

The Executive Committee nevertheless recognizes the existence of certain dissatisfactions in the membership, expressed in terms of lack of confidence in the executive secre-

tary and staff. In the president's communications, and in certain chapter communications, the most tangible basis for expressed discontent has been concerned with program. It is clear, however, that a share of the responsibility for determining the direction in which program is and has been developed rests upon the membership itself. This has been discharged, with varying degrees of consistency and force, by the Board, committees, chapters and the Delegate Conference. Though the executive secretary and the staff play an important role in this process, the control of the result rests largely in the membership and its elected representatives. Evaluation of the executive secretary's performance in this process can only be undertaken by a procedure which, as stated above, is not open to the Executive Committee at this time. This evaluation cannot be accomplished simply by an appraisal of the total result of the total process at any one time.

Other more tangible sources of discontent with the executive secretary's administration have been discovered by the Executive Committee to center in the form, content and volume of bulletins and memoranda sent out from the national office. On this point, the records show that in the year ending in September, 1941, 70 of such bulletins were issued to all chapters, covering 372 pages of material. Of these, 27 bulletins were concerned with organizational matters—such as membership, bylaws, elections, Board minutes, conference materials—conveying necessary information to all chapters. Of the rest, 22 covering 110 pages, were distributed on express orders of the Conference, the Board or committees, or under standing agreements with them. Of the 21 bulletins initiated by the staff, 8, covering 47 pages, concerned program and activities and were wholly under staff control as to form and content. The records show that, in addition to general bulletins, more than 1,700 letters were received from individual chapters or members on program and subject matters, and were answered directly by the staff. This number does not include correspondence on membership dues and other matters of routine management.

It is obvious that the value which chapters find in this material is related in part to its form and style, which is under staff control in considerable measure and which should be steadily improved in the light of experience and specific criticism. It is also obvious that it is related to the chapter's own stage of development, its effectiveness of organization and its alertness to professional issues involved.

Criticism has also been directed at the nature and content of THE COMPASS, which some members strongly believe not suitable to meet the requirements of the membership, if it is to serve as the only regular and direct channel of communication from national headquarters. A special committee of the Board has submitted an interesting report upon this matter, which has also been made available to this Executive Committee. Its recommendations deserve serious and prompt consideration.

The distribution, planning and nature of field visits, and their appraisal and use for the development of clarity and vigor in chapter activity, has been the subject of severe criticism. Executive discretion is obviously involved in these operations, but it is also clear that other factors of chapter organization and administration, levels of chapter initiative and interest, rapid turnover and lack of continuity in chapter leadership and responsibility, total limitations upon staff time and travel funds—especially the differences in these respects among chapters in the same region—enter directly into the problem of planning and conducting field service. The Committee on Chapters, at the instance of the staff, as well as of chapters, has recently made a special inquiry of the chapters as to their needs and uses of field service, looking toward the creation of general policies for dealing with this important element of Association program promotion.

Upon all these operations there are differences of opinion as to the value and quality of present operations. The Executive Committee has received letters of appreciation, as well as disparagement, of these aspects of staff activity. It is clear, however, that further specific efforts can and should be made to deal with these problems, and the Executive Committee includes certain recommendations for such action in the final section of this report.

Conclusion: The Executive Committee concludes, however, that in the light of the evidence adduced in this study, and in the light of his conduct in relation to the study itself, the executive secretary has shown administrative competence, professional integrity, and full conformity with the policies and decisions governing Association program, allocation of responsibilities and definition of powers and duties. He has been aware of the problems that have given rise to criticism and has endeavored to improve operations.

The Executive Committee does not find, in the evidence in its possession, any basis

for the removal of the executive secretary. A thorough evaluation of the executive secretary's use of his powers and discretion, in the total performance of his duties, within an established "going" program, and measured by defined qualifications and responsibilities, is a regular obligation of the Board, and recommendations to that end are included in this report.

B. *President and Board.* The Executive Committee is convinced in the light of evidence presented to it that [*In the light of evidence presented to it in* APPENDICES A, D, G,] it is evident that the president's concept of his office differs from that which is described in Section I of these *conclusions,* in which the functions and relationships of the several parts of the organization are defined. He has viewed his role as that of a responsible leader, charged with the duty of carrying into effect, by every means within his power, the viewpoint and policy which he deemed wise for the Association, and which, in his judgment, represented the determined will of those who elected him. As he has declared, he regarded himself as a "symbol of discontent," and since the affairs of the Association had reached a point where, in his judgment, "unusual remedies" were required, he felt free to "deviate from normal procedures" and override normal boundaries of administrative responsibility.

[*As stated in the Executive Committee's* APPENDIX G,] This concept of the president's office leads to inevitable confusion in administration, at least until it is definitely accepted and incorporated into Association policies and procedures. It has done so in the present instance. The Executive Committee believes that the president has taken upon himself administrative initiatives that, under established policies, are within the prerogative of the executive secretary. This has helped to create barriers to effective working relations. The Board has not been able to devote itself to the promotion of the established program, since its attention was diverted to organizational problems, raised by the president in pursuance of his purpose to facilitate a change of program implementation and program administration. [*Decisions by the Board which ran counter to the president's convictions have not received from him the support and interpretation customarily and properly expected from the official spokesman and representative of the Board.*]

The president's rejection of the "normal procedures" has resulted in violations of acceptable personnel practices, which, among other things, those procedures were intended to protect. [*His self-exemption from accountability for the validity of personal opinions reflecting upon the executive secretary and others, opens the way for irresponsible pressure upon the governing body of the Association, as a substitute for discriminating professional evaluation of facts.*]

Conclusion: The Executive Committee recognizes the right of the president, and his duty, to espouse any principle or purpose which he deems suitable or desirable for the guidance and government of the Association and the accomplishment of its purpose. It acknowledges the validity of honest difference of opinion and frank expression of that difference, as a positive contribution to Association development. It concludes, however, that the president, the Board and every other part of the Association is bound to adhere to established policies and procedures in seeking change, is bound to subject proposals to the test of established purpose and policy of the membership, and to use the authorized mechanisms and channels for changing basic decisions before undertaking plans contrary to those decisions.

C. *Chapters.* As recited in the Executive Committee's *Conclusions* from its study of specific complaints of chapters [*(See* APPENDICES B *and* C)] it is obvious that serious problems of chapter organization, administration and intercommunication are yet unsolved and play an important part in the retardation of Association development and activity.

The wide variations in the size of chapters, in their community setting, in the level of interest and quality of leadership within their membership, and in the resources available to them for providing adequate and continuous professional, or even clerical assistance, all contribute to these problems and affect the strength and use of the chapters' relationship to each other and to the National Association. Important progress has been made in recent years in the study of these problems, through the standing Committee on Chapters, with active staff assistance, and through conference meetings at which programs and other basic problems have been discussed by chapter chairmen and others.

In the course of this inquiry the Executive Committee has been made aware of the importance of these differences and difficulties. They have an important bearing upon the plans and operations of the national office—for field service, bulletins, conferences, correspondence—as well as upon local plans and activities.

Conclusion: The Executive Committee concludes that members in chapters have a primary obligation to find means to carry the chapter's responsibilities effectively, and to maintain such programs, records and administrative operations as are required to meet local problems and to participate constructively in the work of the national Association. Chapters have the obligation to hold themselves to the same accountability for application of professional standards in methods and procedures, as individual professional persons bear; to subject plans and policies and opinions to the same tests of validity as individuals would apply in their own professional performance. They owe, also, to the Association as a whole, the use of the normal channels, including the national office for registering their questions and complaints and communicating their experience and their conclusions for the consideration of their fellows. [*(See, especially,* APPENDIX C.)]

III. Methods of Operation

One of the outstanding problems of the Association, brought to light in this study, is the danger of injecting pressure [*political standards and*] methods into an organization that should be developed and managed upon a strictly professional basis. The Executive Committee regrets that the examination of proposed changes in the program and administration of the Association was precipitated in this instance by methods which did not invite or permit truly professional consideration and treatment of them [*but opened the way for political pressure and action*].

There was nothing in the objectives or subjects of these proposals which was not a legitimate concern of the Association and which could not properly have been made the subject of discussion and action. The competency of the executive secretary, the adequacy or clarity of program content and of program implementation, the organization and relationships of committees, the function and use of the Delegate Conference, are all within the scope of vital Association interests.

The problem we now face was intensified by the fact that the usual procedures by which [*with full candor and mutual respect*] these matters are normally brought to attention, were not in this case applied. The proceedings were instituted by an attack upon the executive secretary, without notice to him, in place of an open and direct request to the Board to reconsider the executive secretary's qualifications and performance, through a fair and thorough evaluation, in the light of existing program, policy, and requirements, and agreed criteria. Such an evaluation could have been undertaken, and should have been, without any interruption of "going" program, and with mutual confidence of executive secretary and Board. As the vehicle for registering a general "discontent" in the membership, such an attack is calculated to mobilize all the negative feeling, valid and invalid, which exists, and to encourage the cultivation of pressure of numbers, rather than of facts or professional judgment, upon the Association management.

[*The entanglement of personal issues with other basic problems of program and policy hampers objective discussion and treatment of professional problems on their own merits, since differences of purpose and policy are obscured by identification with attitudes toward persons. Such confusion invites political action in place of professional consideration.*]

Inevitably, also, the Delegate Conference itself becomes the possible instrument of political, rather than professional, action, when, under leadership devoted to preconceived ends, without attention to normal professional method or organizational preparation and procedure, it is urged to act without adequate deliberation upon matters that are engaging the more considerate attention of the other properly responsible parts of the Association. That has happened in this instance.

The core of professional method is objective consideration and choice of alternatives, with full respect for professional experience and evidence and with full acceptance of responsibility for the consequences of action to every interest affected. The essence of political method is the manipulation of numbers for the attainment of the desired end, without considered responsibility for means and consequences.

Conclusion: The basic conclusion of the Executive Committee, which is decisive in the recommendations that follow, is that it is of paramount importance to the Association and its future—regardless of all personalities involved—that the professional base and core of Association action be preserved intact [*and be protected against assault by political methods*].

IV. Program and Program-Making

The Delegate Conference of 1940 adopted a program recommended by a special committee and approved by the Board. That program has been the base of operations of the staff and of national committees.

Over a number of years there had been expressed some dissatisfaction concerning the program, chiefly for its diffuseness or lack of clear focus upon a few attainable and dominant objectives, and persistent efforts had been made to obtain some "clarification" or "simplification" or clearer "interpretation" of Association program, through the Delegate Conference. The Program Committee's report in 1940 followed some discussion of that subject at the 1939 Conference and the specific adoption of a policy by the Conference, imposing upon the National Board the responsibility, "with the advice of the Delegate Conference, the national staff, national committees and chapters, to recommend to chapters matters upon which major emphasis shall from time to time be placed."

The Special Committee on Program, whose report was adopted in 1940, devoted much earnest attention to the bases of program, its sources, its uses, and its implementation, as well as its scope and content. Many of the questions raised and discussed beforehand were considered by that committee, and related, in its report, to the fact that Association program, in terms of actual chapter and staff activities, actually arises in considerable part from problems that press upon members in practice and about which they want advice, help or collective judgment. In that sense, "program" is self-starting, in a measure, and cannot be entirely controlled or planned in advance.

It is clear, however, that the Association can seize and make opportunities to advance the standards and services of the profession, if it is alertly sensitive to events and developments, and is geared, in its organization, to change and movement.

In the present inquiry, the Executive Committee, as reported in another section, devoted considerable effort to an attempt to identify specific differences of opinion about program content which, it was asserted, underlay some aspects of the president's unsatisfactory relations with the executive secretary. The Executive Committee was not able to define those differences at that time and has not succeeded in doing so since. Nor have we discovered other defined differences, as to program content, within the membership. It is apparent that there are groups within the Association that are more concerned from time to time with what has been labeled "social action"—the focusing of combined influence toward specific legislative and administrative changes—and others are more concerned with the discovery and discussion of principles, standards and methods of operation within the more basic social work practices. The unity of these groups presumably is based upon their common concern with the advancement of acceptable standards of professional service and upon that solid base of common purpose there is obviously ample room for such variations of interest.

The Executive Committee received from the executive secretary and from the president, upon its request, statements concerning their concepts of the program problems. The Executive Committee examined these documents with care [(APPENDICES H *and* I)] and found interesting and suggestive material in both.

Conclusion: In view, however, of the pressing need for immediate and dynamic action to promote the attainment of certain specific program objectives of war-time, and in view of the fact that within the present framework of structure and policy, upon the Board's own initiative, in accordance with resolutions of the Delegate Conference (See page 1 of this report), effective steps can be taken to that end, the Executive Committee confines its present recommendations to these specific steps and does not propose specific changes of structure and procedure.

General Conclusions of Fact

The basic general conclusions of the Executive Committee upon the facts which underlie its essential recommendations, may be summarized as follows:

Basic Facts:

1. The basic causes of dissatisfaction and disunity in the Association do not lie, chiefly, in faulty structure of the Association. The present structure affords an adequate basis for efficient, democratic operation of the Association for the attainment of its basic ends, including provisions for orderly change of structure when necessary. It establishes direct lines of authority and responsibility extending from the membership, through the Delegate Conference, to the National Board, which is responsible for the direct and continual government of the Association, subject to membership decisions.
2. The basic causes of the difficulties and disunity within the Association do not lie, chiefly, in the faulty conduct of regular administrative operations at the national office.
3. The basic problem of the Association does not lie, chiefly, in the lack of a suit-

able program. The Association has a program, accepted by the membership through prescribed procedures, and directed to the fulfillment of the four basic purposes named in the bylaws.

4. A part of the basic problem of the Association does lie in the inherent differences of purpose, of interest, and of professional concepts within the membership, with the inevitable lack of agreement upon definitions and boundaries of the fields and the standards of professional practice. This is not a pathological but a normal problem. It is precisely because of these inevitable differences that the Association was conceived, with the basic function of providing the channel and the means by which these differences could be examined as they developed and could be worked on by the whole professional group, in order to clarify the content and significance of professional issues and to advance agreements about standards of competency in dealing with them.
5. The present acute problem of the Association lies chiefly in its failure consistently to uphold and use the established structure and procedures to perform this basic function—either to promote accepted standards and programs or to facilitate orderly consideration of proposed changes. Procedures and methods for inducing reconsideration or change have been employed and tolerated, which not only hampered systematic and orderly professional consideration of Association problems, but which forced suspension of existing program before proposed changes had been validated or accepted.

Basic Decisions:

1. The basic purpose of the Association as expressed in Article II of the by-laws: "This corporation is an Association of social workers meeting qualifications of training and experience, working in the area of human relationships interested in advancing the quality of social service by means of individual and collective action in defining, promoting and protecting social work concepts and principles in the following areas: social work practice and the advancing body of knowledge and skill required in practice; personnel standards, including professional education; standards of organization and administration affecting practice; and social problems observed in social work practice."
2. The bylaws and other statements and interpretations of policy, function and purpose, such as the approved formulations of standards of personnel and personnel practices, and of principles and objectives in the field of government and social work.
3. Selective membership requirements, founded on standards of professional education.
4. The location of ultimate sovereignty in the membership, flowing therefrom to the Delegate Conference and the National Board.
5. The establishment of the National Board as the governing body of the Association, subject to the mandates of the membership as determined by established processes under the bylaws, involving the immediate responsibility of all officers, staff and committees to the Board.
6. The delegation of administrative authority and responsibility to the executive secretary, who is employed by and accountable to the Board, which has the responsibility for evaluation of his performance.
7. The executive secretary's responsibility for employment and dismissal of staff members, subject to qualifications and requirements approved by the Board; his responsibility to use the resources made available, under Board direction, to initiate, analyze and promote suitable plans and policies for the achievement of purposes approved by the membership through established procedures; his responsibility to serve as the repository of official records, reports and correspondence and as the normal channel of inter-communication on Association business between the several parts of the Association.
8. The direct and equal individual responsibility of all members of the Board and of all officers to act as representatives of the membership in initiating, voting upon, and interpreting Board and Association policy and actions.

Recommendations

In line with these Conclusions of Fact, the Executive Committee presents the following recommendations:

I. That the National Board accept and pledge itself to the observance and enforcement of the Basic Decisions of the Membership recited above in Gen-

eral Conclusions of Fact, as to Association purpose, policy, structure and program, until those decisions are changed in accordance with established procedures, and in the exercise of authorized powers and responsibilities of the several parts of the Association.

II. That the National Board accept definite responsibility to consider and pass upon all policies and proposals affecting the program and management of the Association, whether these emanate from staff, committees, officers, chapters or members, and to submit to the membership, with the Board's recommendations, all such proposals as, in the Board's judgment, require or warrant consideration or action by the membership. All committees shall be responsible to the Board and their reports shall be subject to review by the Board before presentation to the membership.

III. That the National Board accept full responsibility for holding itself, its officers and staff to strict accountability for performance of duty in accordance with these principles, and for proper representation and interpretation of Board action and Association policy. Except after a member's express notification to the Board, at the time of a decision, of his dissent and unwillingness to accept such a decision, every member of the Board shall be expected to sustain the Board's action, **or, at least, to interpret it with fairness.**

IV. That the National Board pledge itself specifically to encourage and assist chapters, so far as Association resources allow, to develop their programs in accordance with their own needs and problems and to contribute of their experience to the enrichment of the national policy and program. Chapters will be expected to pay considerate attention to the Board's recommendation of special emphasis from time to time, upon matters of national and immediate concern, and to cooperate with the national office in recording at national headquarters, their action and opinions on matters affecting national program or operation.

V. That the National Board pledge itself, also, to receive and give prompt consideration to all complaints against the staff or any other part of the Association, when responsibly presented through normal channels and when concerned with performance in relation to authorized purpose, policy, program and functions; and that a definite statement of normal channels and procedures for the presentation of such complaints and suggestions be promptly formulated, adopted and published, to facilitate the full and responsible participation of all members in the effective use and progressive improvement of operations and communications within the Association.

VI. That the Board enter into a contractual agreement with the executive secretary, **on the basis of an indefinite tenure, to be terminated only by action of the Board for cause** [*on a yearly basis, preferably from June to June*]; and that a committee be appointed by the Board to make an evaluation of the executive secretary's performance **periodically, and not less often than every two years** [*before June 1 of each year*] on the basis of program, functions and requirements agreed upon in advance, and in accordance with sound professional procedures and criteria.

VII. That the National Board pledge its consistent and steadfast support to the chosen executive secretary and staff, in carrying out the established program and policy, so that differences of opinion, objections and conflicts within the membership shall not frustrate the execution of majority decisions so long as those decisions stand.

VIII. That the Board and staff, with the advice and assistance of the Committee on Chapters, devote immediate attention to the fullest possible promotion, within the limitations of the required budget, of more regular, systematic and intensive field service to chapters, the more systematic appraisal of the results of such field service, and the more individualized treatment of chapter problems and development of chapter activities through it.

IX. That, in order to facilitate more individualized help and more effective development of chapters as the basic source of Association strength, the Board consider at once, with the advice of the staff and with the help of the Committee on Chapters, and apply, with whatever modifications seem necessary or desirable, the general principles proposed by the Committee on

Chapters, for the establishment of suitable criteria for the classification and treatment of chapters in their relation to the Association.

X. That, to the same end, the recommendations of the Special Committee on THE COMPASS be seriously examined and put into effect as rapidly as possible by the staff, and that a specific effort be made by the staff to strengthen other means of communication with the chapters, through bulletins, correspondence and the like, which will, if possible, relate the national Association's resources and plans more directly to the specific needs, capacities and wants of different chapters.

XI. That the Board affirm the principle that members of national committees should be appointed, so largely as possible, on the basis of their demonstrated knowledge and interest in the field represented by the committee under consideration, and also on the basis of experience in chapter activity in relation to the same problems; and that a statement of procedures be formulated, adopted and circulated, for the guidance of the national staff, officers and Board members, chapter officers and committees, in the discovery and nomination of such persons for membership in national committees; and that the recommendations of the special committee of the Board, with respect to this problem, be given prompt and serious attention.

XII. That the National Board affirm the supreme importance, at this time, of restoring the vitality, stability and effectiveness of the Association program directed to the attainment of the basic purposes of the Association—the advancement of professional services—and of exercising extreme care not to waste precious time, energy and resources in the discussion of structural or operational changes not clearly required for the effective promotion of a solid program.

XIII. That, the Board recommend to national committees, chapters and staff, that attention be concentrated, so far as possible, upon making the Association serve forcefully in:

Maintaining necessary and continuing social services for the civilian population, in the interests of social fitness, security, health and morale;

Discovering and utilizing opportunities for the most strategic and helpful use of professionally qualified social work personnel in both the military and civil service;

Identifying and applying suitable principles of selection, assignment and adjustment of volunteer personnel, in the social services;

Maintaining and developing adequate and appropriate standards of education for personnel in social work operations, both during the emergency and for the long term;

Promoting, amending and adjusting state and federal social security and social welfare laws, including new proposals for meeting emergency needs, to meet the full requirements of sound coverage and standards of administration;

Cooperating with local, state and federal private and public agencies, in the organization and execution of plans for adequate and coordinated community social services and protections.

XIV. That, to this end the Delegate Conference of 1942 be devoted, chiefly, to the fullest possible discussion of ways and means to make the most effective use of the Association's resources in relation to these problems.

[*The Executive Committee further recommends that the recommendations enumerated above, together with the General Report of the Executive Committee and accompanying documents, be submitted to all the members of the Association forthwith, and that the members be asked to vote immediately by mail, in accordance with the bylaws, upon the following question:*

Do you approve and support these statements and actions of the National Board, as the basis of government of the Association at this time?]

This report was approved by eight members of the Executive Committee as follows: Kenneth L. M. Pray, *Chairman*, James Brunot, Eleanor Lee Hearon, Frank Hertel, Aileen Kennedy Maccracken, Elizabeth Nairn, Margaret E. Rich, Elizabeth Wisner. Mr. McMillen did not vote on the question of approval of the report.

MINORITY REPORT *by* Wayne McMillen

Recommendations

From the outset, the president has sought to focus attention upon an evaluation of the performance of the executive secretary and his capacity for exercising the functions of leadership required by his position. These efforts have been only partially successful. In the main the evaluation of the executive secretary has been limited to the lower reaches of his responsibilities—namely, administration of office routines, etc. The Executive Committee recommends that the more far-reaching evaluation be postponed. This is unfortunate in view of the following facts: (1) the Delegate Conference of 1941 was assured that the study would be thorough and would extend to all phases of the problem; (2) some chapters declined to submit specific complaints and their statements of general complaints and dissatisfactions have therefore not received adequate consideration; (3) an original complainant, the New Jersey chapter, was urged to assemble evidence on specific complaints and was advised that its general complaints would later receive equally thorough consideration.

The conclusions of the Executive Committee specify several reasons for the dissatisfaction existent among the membership, including program, bulletins, THE COMPASS, and field visits. The president believes this list omits the most fundamental source of dissatisfaction. He believes the most fundamental source of dissatisfaction is lack of confidence in the executive secretary. He believes the dissatisfactions listed in the report are symptomatic of this lack of confidence and that the letters of complaint from chapters * sustain this view.

The president acknowledges that it is painful and difficult to face this question. He believes, however, that it is hiding one's head in the sand not to face it squarely, and that the Board does not come to grips with the basic question unless it does so. He believes there is ample evidence to justify the Board in effecting a change in leadership without resort to the expense of a plebiscite, such as is recommended in the report. In this connection the Board should recognize the possibility that such a plebiscite, based, as the Executive Committee recommends, upon the entire report of the Executive Committee, would appear to necessitate the casting of a single vote upon two issues: (1) structure and program; (2) approval of the report.

Apart from the subsidiary recommendations, such as employment of the executive secretary on the basis of yearly evaluation and contract, the major recommendation of the Executive Committee's report is that present program, structure and management be retained; that approval of this recommendation be sought through a mail vote of the membership; and that further evaluation of the executive secretary be deferred. The president believes that acceptance of this recommendation would lead to the following developments, one or more of which might ensue:

1. A lengthening of the list of members who decline to participate in national activities because they have been offended by the executive secretary's methods of dealing with members or with Association business.
2. Increased inertness of chapters and members in relation to the national program because of lack of confidence in its administration.
3. Further dissension or revolt within the Association because the basic cause of dissatisfaction has not been removed.
4. Further loss of confidence in the evaluation process as a means of grappling with fundamental issues.

The president believes that, when dissatisfaction with leadership has become widespread, the remedy is a change of leadership. He does not believe the report of the Executive Committee will allay the existing dissatisfactions. He believes the remedies proposed constitute a patchwork procedure and that this procedure, which has been tried in past years, has been and is likely to continue to be ineffective. He believes that new leadership would release energies in the Association that are now dormant. He doubts if increased unity of purpose and action within the Association can be achieved except on the basis of change of leadership. The failure of previous efforts to achieve this goal under existing leadership supports this view. Also, experience in other organizations suggests that any person, in a position of leadership, may reach a point at which he can no longer

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* These complaints were summarized in two documents, one relating to specific complaints and the other to general criticisms and suggestions. APPENDIX B relates to the specific complaints. The summary of general complaints and suggestions is not attached to the report.

exercise leadership because the accumulation of dissatisfactions has become a load too heavy for him to carry. The president believes that the chapters and the members have, in recent years, tried to make clear to the management of the Association that a change in leadership is widely desired. Basing his conclusions on the evidence submitted to the Executive Committee and on the experience of the Association in recent years the President therefore recommends:

1. That the executive secretary be advised to resign.
2. That a liberal separation wage be provided.
3. That, in line with practice in responsible organizations, the present executive secretary be offered the assistance of the Board in forming suitable new connections.
4. That the Board formulate qualifications and institute a search for a new executive secretary who meets these qualifications.
5. That the Board, in assisting in the orientation of a new Executive, give special attention to a number of useful improvements suggested in the recommendations of the Executive Committees's report, such as those relating to THE COMPASS, field visits, etc.; to other improvements that may be suggested to the Board as a result of its study of this report, including such matters as integration of the work of local chapter committees with the work of corresponding national committees, assistance to chapters in making advance preparation for field visits, for Delegate Conference, etc.

APPENDICES OF THE EXECUTIVE COMMITTEE'S REPORT

Copies of the special reports and other appendices have been sent to the chapters, but could not be included in the Compass. Additional copies of any or all of the appendices are available to chapters and to any members who wish them.

To condense the report of its eleven months study of the AASW program and management, the Executive Committee prepared special reports on several subjects of importance to its total report.

Several special reports dealt with the committee's work in sifting evidence on various charges made against the executive secretary by the president, and by the chapters on invitation from the Executive Committee, in accordance with instructions from the 1941 Delegate Conference. As many of these complaints dealt with Association services and management problems, the Committee undertook a study of those problems with particular application to the subjects on which the chapters appeared to express most dissatisfaction. The Committee's report on this study is included in

Appendix F. Report on Service Operations and Management of the National Office. The nature and extent of the national office operations are described and the Executive Committee reports its findings on certain selected operations, about personnel policies and its conclusions as to the management of the office.

The Committee made separate reports on the specific complaints, which also deal with management problems as follows:

Appendix A. Findings and Conclusions of the Executive Committee drawn from its study of the memorandum from Mr. McMillen to the National Board, March 3, 1941. An examination of the 11 complaints made by the president against the executive secretary, with the evidence on each and the committee's conclusions; also a section of general comments by the committee on the issues of authority and responsibility involved in the relationship between the president and the executive secretary on these matters. The appendix also includes the record of committee actions on these conclusions; the executive secretary's comments on the committee's conclusions.

Appendix B. Findings and Conclusions of the Executive Committee Drawn from Study of the Specific Complaints Presented by Chapters. A summary of the content and significance of 140 specific complaints from chapters and a statement of the committee's general conclusions; followed by a detailed analysis of the complaints sustained and not sustained, a summary tabulation and an enumeration of specific complaints, and comments on the discrepancy between the complaints made and the evidence obtainable.

Appendix C. Findings and Conclusions of the Executive Committee Drawn from Study of the Specific Complaints by the New Jersey Chapter. This appendix includes a description of the material submitted by the chapter; a definition of the

specific complaints; material supplied by the national office; a summary of the complaints by the committee and the committee's general conclusions.

During the study, more serious charges reflecting on the competence, integrity, and professional conduct of the executive secretary were made by the president. Charges of this kind were also lodged with the Committee by Ellery Reed of Cincinnati, reflecting particularly on the St. Louis study and report (1940). The Executive Committee made special reports on their study of these matters as follows:

Appendix D. Findings and Conclusions of the Executive Committee Drawn from Study of the Five Additional Complaints by the President Not Contained in His Memorandum of March 3, 1941. These charges dealt with alleged improper efforts to control committees and their appointments, resistance to clarification of program, political administration, attempts to influence the Executive Committee study improperly, et cetera. A statement of each complaint, the evidence submitted by the president and by the executive secretary, and the committee's conclusions; and the committee's general comment on all five complaints.

Appendix E. Findings and Conclusions of the Executive Committee Drawn from Study of Specific Complaints Submitted by Ellery Reed. This appendix includes an analysis of complaints embodied in a number of documents and communications from Mr. Reed; office data on these; a definition of facts in dispute; the committee's findings and conclusions.

In the course of the study, the Executive Committee discovered that the conduct of the president, Mr. McMillen, had "prevented the Board itself from discharging its proper and necessary functions; has seriously interfered with effective staff operation, and has confused the Delegate Conference, the chapters, committees and members as to the responsibilities of the various parts of the Association in dealing with its problems; and has violated basic principles of professional practice." The Committee submitted evidence on these matters in

Appendix G. Report of the Executive Committee on the Conduct of the President as a Factor in the Association's Problems. Analysis of evidence and statement of conclusions on the president's conduct in office, with respect to its effects on the Board's discharge of its functions; the fulfillment and interpretation by the president of official decisions of governing bodies of the Association; the maintenance of personnel and administrative practices; the Association's establishment of effective relations with other organizations; the discharge of professional responsibilities in relation to the Executive Committee in its inquiry. The president submitted his comments on the material in Appendix G, and these are attached.

Questions about the Association's program came into the Executive Committee's study because the president in March 1941 had centered criticisms on lack of clarity in program and on "resistance" by the executive secretary to improvements the president had attempted to bring about in the program over a period of several years. The Executive Committee submitted two statements about program as appendices, one by Mr. McMillen and one by Mr. West.

Appendix H. Statement about Association Program, Submitted by Mr. McMillen at the Request of the Executive Committee. An introduction defining two broad strategies of development for the Association and proposing two alternative plans: Plan A placing major emphasis upon the self-development of chapters and a reduction of the national office, with consequent modifications in the Association's structure, and change in the allocation of dues between chapters and national; plan B placing the major emphasis on a national program and retaining the present general structure and functions, defining the two basic activities for a national program as research and group organization, and proposing the selection of a major emphasis in national program and methods for promotion and development.

Appendix I. Statement about Association Program, Submitted by Walter West at the Request of the Executive Committee. A statement containing five sections: (1) Basic considerations about program; (2) Underlying problems affecting program; (3) Cause of the present program breakdown: (4) Conditions necessary for full revival of program; (5) Subjects for program consideration.

In its work on evaluation of the executive secretary, the Executive Committee submitted a statement of principles for use in such a process.

Appendix J. Statement of Principles and Procedures for Evaluation of AASW Executive Secretary.

OTHER ACTIONS OF THE BOARD

Membership Requirements

Miss Clow, Chairman of the National Membership Committee, reported that the committee had been exposed to uncontrollable obstacles in completing the work necessary to fulfilment of a request by the 1941 Delegate Conference for submission of definite proposals on membership requirements to the 1942 Delegate Conference. Because the committee had not been permitted to meet as often or as early as it planned, it had not yet had an opportunity to consider the reports from its Subcommittees on Group Work, Community Organization, Probation and Parole, and Public Welfare, and to proceed to further questions about the general requirements, methods of admission, and so forth. In addition, the full cycle of discussion of proposals by the National Board and the chapters in advance of Delegate Conference action could not be completed in the time available. On consideration of this report from Miss Clow, the Board decided to report to the 1942 Delegate Conference that action on the membership requirements must be delayed to permit the committee to finish its assignment and the Board and chapters to have full opportunity for deliberation on proposals.

Delegate Conference

The Board decided that the Delegate Conference should be postponed and held after October 1942, in Chicago, if satisfactory arrangements can be made for a meeting there.

Meeting at New Orleans

A decision was made to hold a general meeting in New Orleans or some place within convenient access to that city, at the time of the National Conference of Social Work. The purpose of this meeting is to serve as a rallying point for the profession and its program will deal with the relationship of the profession to the war. Details of program and arrangements were left with a special committee. The president, Mr. Bruno, has appointed the following members of the Board to serve on the committee: Mr. Howard, chairman, Miss Hearon, and Mr. Wintersteen.

New Officers and Executive Committee

Frank J. Bruno, formerly second vice-president, was elected president to succeed Wayne McMillen, and Lester Granger was elected first vice-president. The Executive Committee was elected and consists of James Brunot, Aileen Maccracken, Margaret Rich, Charles Schottland, and Agnes Van Driel, in addition to Mr. Bruno and Mr. Granger.

New Chapters

At the recent meeting of the National Board five applications for the establishment of new chapters were approved. Three of these chapters are in the state of Washington, and will supplant the Washington State Chapter which voted last winter to disband in favor of the organization of local or regional organizations. Following are the newly established chapters:

Inland Empire, Washington: including the eastern counties of Washington, and the northern counties of Idaho.

Pierce County, Washington: including the entire county.

Puget Sound, Washington: including King, Kitsap and Snohomish counties.

California Tri-County: including Ventura, Santa Barbara and San Luis Obispo counties.

New Mexico: Approval of establishment of this chapter is authorized as soon as thirteen non-members who signed the petition have applied and been accepted for membership in the Association.

Grace Marcus Resigns from the Staff

The following letter under date of March 2nd was submitted by Grace Marcus of the national staff to the Executive Secretary:

"I am submitting to you my resignation as an assistant executive secretary of the American Association of Social Workers, with the request that it become effective as of May 1st. I do this in the conviction that the one way left for me to serve the Association is to refuse to serve it any longer in a staff capacity.

"I have carried an assignment that includes staff service to the National Membership Committee and to the National Committee on Personnel Practices. The National Membership Committee is supposed to operate on the principle that qualifications should be the basis for employment in social work. The Committee on Personnel Practices is expected to proceed on the principle that competence is the one trustworthy and relevant criterion of performance and that a responsible agency can protect its own operation against misdirection and decay only as it adheres to the professional procedures which safeguard the competence of those whom it employs. The actions of the National Board at its meeting on February 20–22

compromised these major principles and so denied anyone who believes in their necessity a basis for working either on standards for membership or on personnel practices.

"I know of course that the Board was deeply divided within itself and in fear of these divisions sought a formula by which 'unity' might be achieved. This was the Board's professional Munich for the price of peace between those whose allegiance should be to facts and principles and those who deliberately flout them is a self-deceiving surrender. The Board did not come to terms with the facts in its own Executive Committee's report, facts which it had taken that committee more than ten months to collect, sift, and appraise. The Board by-passed the facts because they were hard, and asked for the resignation of the Executive Secretary because this was easy—once the professional evidence and the professional issues were avoided. In taking this course the Board was placing less value on the Association's own integrity than on the favor of those members who might refuse to yield their unfounded opinions and irresponsible prejudices to any facts whatsoever. I do not know why the Board prized these members so highly, or why it entertained the fantastic notion that in an honest test they would emerge in any number, or why it felt that 'unity' with them would serve the interest of professionally-minded members any better in the future than it has in the past. These are, it seems to me, the blind delusions of appeasement, and the events of the meeting proved that the ways of appeasement end in surrender of the only assets a professional association has, for these consist not in its numbers and not in a 'unity' devoid of meaning and substance but in its standards of professional ethics and professional responsibility.

"The action of the Board in requesting the resignation of the Executive Secretary expressed something more than a lack of confidence in him. The Board was declaring a lack of confidence in its own willingness and capacity to uphold the Association's standards for the Association itself. If the Board had directly stated that it was unwilling and unable to perform its duty, it would at least have been taking responsibility for its own refusal and failure. But the Board's action as it was taken involved more than a lack of confidence in itself. The action implied a lack of confidence in the membership, the unjustified doubt that the membership *could* respect facts as facts, that it would abide by principles and procedures of its own making, and that it would want to protect principles rather than particular persons. In assuming this unwillingness and incapacity in the membership, the Board was passing judgment on more than 11,000 individual members in advance of any opportunity they had to know why their association's bylaws, policies, procedures and standards have seemed to serve them so little of late and why the national operation and program have been submerged in a bewildering and uncontrollable conflict. The Board's action however implied another lack of confidence graver than that in itself or in the membership—a lack of confidence that professional social workers have found anything safer to proceed on in settlement of personnel issues than uninformed opinion, preconceived prejudice, and political expediency.

"With all these lacks it is not strange that the misguided quest for 'unity' eventually placed the Board in the position not only of refusing itself to face the facts of the Executive Committee report but of refusing the membership its right to face them fully. This was the sorry position in which the Board remained until you made the full facts for the membership a condition to a resignation you were allowed to think was voluntary.

"The staff is now acquitted of the obligation that has moved it since March 15, 1941. The Executive Committee's report makes available to the membership the facts about a political disorder which for over four years has disabled the Association from wholehearted pursuit of its program. Members who desire to consult the evidence may now see that the Board's 'unity' was bought at a price no professional organization can afford to pay. I admit that the question before such members is a hard one—whether, without the aid they should have had from the Board, and without the resources and communications which the Board could have commanded for the purpose, they wish to take up the task in which the Board failed, that of recovering a professional association. Some of them, finding out for the first time what a professional organization demands in conviction and devotion from its members, may decide that they cannot or will not meet these demands, not even for the clients to whose welfare they are pledged: for these the only question will be whether they individually prefer to renounce professional purposes and reverse professional policies for this organization or repudiate another staff for carrying them out. But I believe that there are others for whom the Executive Committee's report and the events of the Board meeting will

have a far different and stirring significance for they will see that your defense against attack was not a defense of yourself but of professional obligations and values to which they are dedicated as deeply as you.

"It is my conviction that the distinguished and courageous contribution you have made to social work, first in finding for it a professional way to operate, and then in defending that operation against political assault, will not be lost, and that the example set by your fidelity and fearlessness will strengthen social workers to continue what you have begun, the rescue of the professional trust from those who either cannot or will not measure up to the obligations it imposes."

The Nature and Purpose of The Compass

The following report of the Board Committee on the COMPASS *was adopted by the Board at its meeting on February 20–22. The Board Committee was composed of Louis E. Evans, Eleanor L. Hearon, and Margaret E. Rich, chairman.*

Introduction

The National Board at its October 1940 meeting assigned to this committee the task of studying the COMPASS and making recommendations regarding its nature and purpose. The committee has proceeded to make the study in three areas—content, format, and use by the membership. Its recommendations deal essentially with content and format as they relate to the purposes of the Association, and the use of the COMPASS by the membership.

The committee from the beginning worked largely through the chapters. An outline covering the scope of the study was prepared and sent to selected representative chapters which agreed to participate and report to the committee. In addition too the members of the committee received a number of communications from interested members and the comments and suggestions contained in these communications were considered and included. Ten chapters [1] sent reports of special chapter committees. The committee consulted other professional organizations which publish journals regarding their processes of handling material for their journals.[2]

The chapters used various methods of study. North Carolina circulated a questionnaire to all its members and submitted a careful analysis of the use of the COMPASS by the members, as well as their suggestions for improvement. Several chapters solicited the opinions of a more limited part of their memberships. Several made various analyses of the space and content. All chapters offered constructive criticisms and suggestions.

The committee's report, therefore, represents the composite views of the members of the committee and their various consultants, the studies and analyses made by ten chapters, and the comments and suggestions in a large number of individual communications. All the committees commented on the value their studies had been to them in revealing the usefulness of the COMPASS.

Analysis of Content and Use of the Compass by the Membership

The chapter reports varied in form and content and did not lend themselves to tabulation, but study of the reports revealed common central ideas which are presented in this digest. Content was presented in various ways and will be presented (1) analysis of subject matter in COMPASS, (2) analysis in relation to magazine as "house organ," (3) recommended content in relation to purposes of the American Association of Social Workers.

Three chapter reports illustrate these points and will be given verbatim.

1. An analysis of subject matter and percentage of articles was made through a review of 1,000 articles over the period 1934–40 by the Chicago Chapter. (Chapter Report.)

Subject of Article	Approximate Percentage of Articles
(1) *Official News*	
Official announcements or reports of national committees or national office instructions.	30
(2) *Professional Articles*	
Relating to: (In the following order)	
A. Public Services	
B. Relationship to other organizations	
C. General	25
D. Community Organization	
E. Case Work	
F. Group Work	

[1] Maryland, South East Texas, North Carolina, Indianapolis, Boston, Pittsburgh, Chicago, New Jersey, Denver, and Oregon.
[2] Family Welfare Association of America, National Organization for Public Health Nursing, American Social Hygiene Association, National Committee for Mental Hygiene, Psychoanalytic Quarterly, and American Economic Review.

(3) *Professional News*
Professional *News* relative to professional standards, civil service announcements, scholarship announcements and civil service practices. 20

(4) *Local Chapter Activities*
Reports from local chapters and brief notices of local chapter activities. 15

(5) *Miscellaneous*
Book notes, personal notes, etc. 10

This analysis reveals that in the last five years half the articles in the COMPASS have been devoted to official news, policy, or instructions from the national office and routine announcements, primarily those relating to civil service and scholarships. One quarter of the items were professional articles and most of these were on the subject of the public welfare services. About one-sixth of the articles pertained to local chapter reports and activities. The balance of the items, about one-tenth, were book notes and personal notes.

2. An analysis of the magazine for the last two years from the standpoint of "house organ" was made by the Boston Chapter. (Chapter Report.)

In reviewing the numbers in the past two years, we felt that the articles which seemed to belong uniquely to our "house organ" fell into four categories:

(1) Those pertaining to Delegate Conferences
(2) Those pertaining to Standards and Personnel Practices
(3) Those pertaining to Chapter Committee Reports and Staff Notes
(4) Those miscellaneous articles and notes in regard to fellowships, scholarships, federal civil service examinations, etc.

3. Recommended content related directly to the purposes of the American Association was drawn up by the Pittsburgh Chapter. (Chapter Report).

Content Recommended:

Material related to purpose as outlined above would include:

Reports of studies made under auspices of chapters or of national office.
Reports of chapter activities.
Reports of committees (both chapter and national).
Activities of National Board and staff.
Legislation related to social work activities and interests.
Employment practices and ethical codes in professional social work.
Material relating to and growing out of Delegate Conference.
Any action taken by the National Board or by chapters in connection with difference of opinion on professional questions.
Opportunities and other material relating to education for the profession of social work.
Articles of general interest for the profession as a whole, not for a specific field.
Reviews of books of general interest to profession as a whole on the same basis as articles.
Notations or summaries of articles available elsewhere and of general interest to the profession.
A special section for correspondence or for discussion by readers.

One idea which came out of all the reports was that content should be related to the purpose of the magazine. Professional journals and house organs were most frequently mentioned. Some of the reports reflected divergence of opinion not only as to the purposes of the magazine, but also as to those of the Association. The uses of the COMPASS by the membership can only be approximated and given in a general way. Few chapters followed the suggested outline. The majority read the magazine for current articles and filed it for reference. Few read it with regularity or fully. Only one chapter indicated the reasons for reading it as they did,[3] and the majority read it for content.

The parts which the majority thought were valuable were the professional news and professional articles. A few utilized it for committee work. About half considered it helpful to them as social workers; one-third as Association members; and the remainder found it helpful in participating in chapter affairs. The Maryland Chapter gave as its three first reasons for recommended use of the COMPASS:

(1) Professional use, i.e., knowledge of current issues especially when concerted action of membership could or should be helpful to social progress.
(2) Professional use, i.e., Civil Service and scholarship lists.
(3) Letters for membership opinion.

RECOMMENDATIONS

Your committee has presented a brief description of the way in which its work has been done and an illustrative digest of the reports of the chapters. It has attempted not a mere recording of the views and feelings of a fairly representative part of the membership, but rather after thoughtful consideration of

[3] See Section II of outline attached to this report.

all the reports and material to translate the expressed membership thought and feelings into concrete practical recommendations. It recognizes that many of the detailed suggestions from chapter committees and from individuals may be useful to the editor or editorial committee and can be made available to them. However, there are included here only those points which the committee felt were most generally expressed and seemed most practical.

Purpose

Your committee believes that the purpose of the COMPASS must be defined in terms of its function in relation to the general purpose of the American Association of Social Workers. This purpose has been stated as:

> **An Association of social workers meeting qualifications of education and experience, working in the area of human relationships, interested in advancing the quality of social service by means of individual and collective action in defining, promoting, and protecting social work concepts and principles in the following areas: Social work practice and the advancing body of knowledge and skills required in practice; personnel standards, including professional education; standards of organization and administration affecting practice; and social problems observed in social work practice.**

The committee was agreed that other social work journals offer members of the American Association of Social Workers material on social work practice, on skills and knowledge needed in practice, on administration and organization affecting practice, and on social problems observed in practice. The COMPASS, however, as the journal of a professional association, has a peculiar responsibility "in advancing the quality of social service by means of individual and collective action in defining, promoting, and protecting social work concepts and principles" in these areas.

The COMPASS offers one channel through which membership of the American Association of Social Workers may clarify and promulgate the various activities related to their collective interests as a professional group.

We would recommend that a clear statement of purpose in line with these suggestions be printed in the COMPASS. This definition of function and purpose should be a continuing guide in selection of material to be printed.

The committee makes the following recommendations as to ways in which the COMPASS may most effectively fulfill its purpose:

Content

Material related to purpose as outlined above would include:

- Reports of studies made under auspices of chapters or of national office
- Reports of chapter activities
- Reports of committees (both chapter and national)
- Activities of National Board and staff
- Legislation related to social work activities and interests
- Employment practices and ethical codes in professional social work
- Material relating to and growing out of Delegate Conference
- Any action taken by the National Board or by chapters in connection with difference of opinion on professional questions
- Opportunities and other material relating to education for the profession of social work
- Articles of interest for the profession as a whole, not for a specific field
- Book reviews should be on the same basis as articles
- Notations or summaries of articles available elsewhere and of general interest to the profession
- A special section for correspondence or for discussion by readers.

Format

Criticisms of make-up and of general style were numerous. There was a generally expressed feeling that it could be made more "readable." Many of the specific suggestions for improvement seemed to your committee to be impractical because they involved added expense. We would suggest that someone skilled in make-up might well be called in for advice on type, general appearance for readability, and other technical printing details. Consideration might be given to such points as:

- Change of color; buff or off-white would be easier on the eye than the present dead white.
- A smaller size that might be easier to handle.
- Material printed consecutively rather than breaking and continuing on a later page.
- Have departments so that related material could be easily found.
- Yearly index.

In general your committee recommends:

1. That the COMPASS might be published bi-monthly with one issue a year as an annual report, summarizing activities and plans. (This might be an early fall issue, useful to chapters in planning programs.) This would save printing and mailing costs as well as staff time. Staff time should be definitely allotted

for preparation of material and details of publication. It might be desirable to employ someone skilled in this type of publication on a half-time basis.

2. That an Advisory Committee be appointed to work with the staff in carrying out these recommendations. This committee would help in suggesting to the staff sources of material, ways of securing such material and in determining general policies as to the nature of material to be printed, and the conduct of the COMPASS. It would not be an editorial committee in the sense that it would pass on individual items, articles or reports that are submitted for publication.

The committee is agreed on the basis of the returns from chapters that the COMPASS is accepted as a valuable and essential publication. If it is to achieve its maximum usefulness, the various factors that affect its usefulness must be given serious consideration. Adequate financing and adequate provision of staff time are of maximum importance.

Staff Comment on the Report of the Special Committee on the Compass

The Board Committee on the COMPASS *recommended that the staff present its comment on administrative and budget problems that were not considered by the Committee as these factors relate to the Committee's recommendations. In accordance with the Board's decision, this comment is presented in connection with the Board Committee's report.*

Purpose: The staff believes that it is desirable for the membership to understand that the purpose of the Association would not exclude its publication of a professional journal which might undertake to cover technical literature in the field, new technical and professional developments, abstracts of current literature and articles, book reviews, professional news as well as organizational activities, reports, meetings, etc. The ambition or the demand for a professional journal of a comprehensive scope is professionally reasonable, it is entertained by very thoughtful people, and it deserves recognition.

Such a journal would obviously need to be of a high order. Its cost would be considerable and special staff would be needed. Such a publication in social work could not be made self supporting by advertising at present. Absence of professional meetings of the sort which produce at once independent and reliable papers on professional and technical subjects, etc. would make the problem of producing such a journal a difficult one.

The fact noted by the Board Committee that "other social work journals offer members of the American Association of Social Workers material on social work practice, on skills and knowledge needed in practice, on administration and organization affecting practice, and on social problems observed in practice," would not, in the view of the staff, detract in any way from the responsibility the Association might actively assume, at some time in the future when finances permit, for a professional journal covering whatever ranges of subject matter, general and specialized, were relevant to its expanding professional activities. The desirability of a future professional journal should be acknowledged and no limitation placed on its subject matter scope since the Association's interest in professional and technical questions is specialized and its possible future treatment of matters now being covered by other journals is necessary on the differentiated professional basis.

Limitations of the house organ: If the Board decides that the COMPASS should serve as a house organ or membership bulletin, it should be clear itself and make clear to members what the consequences of this decision are.

The house organ might be characterized as a minimum *necessity* for carrying out Association purpose to which could be added extra material as finances and policies warranted. The emphasis on the necessity for a house organ is important because the reader appeal of a house organ is bound to be limited. A considerable part of the criticism of the COMPASS has been that it was not like a magazine and did need to carry the house organ function. At its maximum, the house organ can be of interest only to members who are actively working on Association purposes either in or outside the Association. But there are other restrictions within this major limitation. Chapters differ in their interests and activities and their most devoted members will therefore respond to and follow only some of the materials which others will believe to be of major import. Because the Association works on certain problems peculiar to its purpose and the products of its labors are often not to be duplicated elsewhere, the COMPASS is the sole medium for distribution of certain materials. Many of these materials are of current interest even to the most professionally alert only if they happen to be engaged at the point of publication in work on the same problem and subject matter. Therefore the optimum use of much COMPASS

material is for reference and study purposes and not for immediate stimulation and current consumption. In addition the peculiarly organizational items can appeal only to those who have already oriented themselves to organizational responsibilities and problems.

The staff wishes to point out that during recent years the COMPASS has suffered from the diversion of Association effort from program to problems of internal structure, and as these latter have been considered again and again has had to carry the dead weight of materials of concern to relatively few members. It has been the experience of staff that articles and reports on program and activities have always met a cordial response from participating members.

It should be noted that use of the COMPASS as a house organ does not mean that COMPASS content could not be more varied and could not include various kinds of news and comment that are now omitted. To improve the COMPASS in this way would require the allocation to it of staff time that is now spent on Association program and the activities required to service work on program. The possible gain from such a re-allocation of staff time would be the possibly greater appeal the COMPASS might have for non-participating members but this gain should be balanced against the loss of staff time for work on program which is continually behind the demand of the active membership.

A great deal might be said however for the value of the COMPASS to the individual who knows what its use is and how to put it to that use. One of the assets which many members do acknowledge when working on particular professional subject matters is that the COMPASS records indispensable and sometimes the only available material.

Subject matter: A national house organ draws on certain sources; national committees, Delegate Conference, chapter reports and chapter committee reports, field contacts, and key persons in positions to report on events or developments of particular importance to Association work. The only centralized place for such materials is the national office and the immediate channels are the professional staff in their current relations to these sources. This means that the COMPASS is an administrative task involving the whole professional staff and that its preparation becomes subject to the pressures in the national office staff and cannot be detached from them because of the inter-dependence of current activities and materials for COMPASS use. Efforts to secure contributions to the COMPASS on topics of current professional interest have been made, within the limits of the publication and those of staff time. The return on this expenditure has been meager.

An advisory committee might be useful in identifying sources and promoting more interest in contributing to the COMPASS. Such a committee would need to be intimately acquainted with the particular house organ aspects of the publication problem so that it could produce practically useful results. It would be important to plan its work so that it would not need more staff service in its work than could be repaid to the Association by its work.

The literary style of the Compass: The style of the COMPASS is limited by its house organ purpose, the nature of the materials, and the conditions under which it is produced. Committee reports are commonly expressed in condensed and semi-technical terms, have a form that has been officially edited and approved. The area of editorial control and selection is greatly abridged by this circumstance, by the restricted kind and numbers of sources from which material may be secured, and by the necessity for using COMPASS space for organizational purposes at the times when committees want space and have their material ready. There is less leeway for free planning and free choice in the editing of the COMPASS than many suppose.

The staff would emphasize that the current quality of style in the COMPASS does not measure up to any standard they would themselves recommend and that there is plenty of room for improvement of style and method of treatment of the material which is used. These again are questions of total time and staff assignment. There is no attempt at adequacy or perfection in the publication of the COMPASS as such. Nor are we permitted that privilege in other activities. The only adequacy or perfection possible is the total utilization of the resources available to perform a total task.